



City of Independence

Agenda

City Council Meeting

Tuesday, January 14, 2025 @ 6:30 PM

Civic Center - Council Chambers

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1. CALL TO ORDER	
2. ROLL CALL	
3. MINUTES	
3.1. 12-10-2024	5 - 8
4. POST-ELECTION	
4.1. Oaths of Office	
4.1.1. Councilors Roden, Martin Willis, Boisvert	
4.1.2. Mayor Kate Schwarzler	
4.2. Election of Council President	
4.3. Recognition of Outgoing Councilor and Mayor	
5. RECESS: RECEPTION	
6. CALL TO ORDER - EXECUTIVE SESSION, 3RD FLOOR CONFERENCE ROOM Executive Session, per ORS 192.660 (2)(d) to confer with the city's designated labor negotiator. ORS 192.660(4) allows exclusion of representatives of the news media from the executive session.	
7. EXECUTIVE SESSION	
8. ADJOURN	
9. CALL TO ORDER - REGULAR MEETING COUNCIL CHAMBERS	
10. VISITORS / PUBLIC COMMENTS	
11. REPORTS / PRESENTATIONS	
11.1. Mayor	
11.2. City Manager	
12. UNFINISHED BUSINESS	
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Attachment B Subchapter 33	
Attachment C Subchapter 34	
Attachment C Subchapter 54	

[Attachment E Subchapter 73](#)
[Council Bill 2024-09, Amends Parking Code](#)

13.	NEW BUSINESS	
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13.4.	Council Vacancy Process Update (<i>Staff West</i>) Staff Report Application for Vacant Council Position	89 - 93
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15.	GENERAL INFORMATION	
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15.3.	Miscellaneous Correspondence. Any communications received after publication of the agenda packet, but before 3:00 pm the date of the meeting, will be provided to Council at the meeting and will become a part of the official record. Resident Correspondence	229 - 230
16	ADJOURNMENT	
.	Meeting Attendance Information: The City Council will hold this meeting in-person in City Hall Council Chambers, via video	

conference (Zoom) or by phone. Meetings are also live-streamed on the City's YouTube channel at: <https://www.youtube.com/c/CityofIndependenceOR>.

- **To attend in person**, the City Hall address is 555 S. Main St.
- **For Zoom login** visit:
<https://us06web.zoom.us/j/89210700929?pwd=6o7vgLaAbdZQ03T3X9FD0nVltBak7v.1>
- To participate in the meeting **by phone**, dial **US: +1-253-215-8782** and enter **Webinar ID: 892 1070 0929** and **Passcode: 362059**

Written comments are also welcome and may be delivered to City Hall or emailed to CouncilComments@ci.independence.or.us no later than 4:00 pm the day of the meeting.

The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired, or for other accommodations for persons with disabilities, should be made at least 72 hours in advance of the meeting to Myra Russell, City Recorder, 503-838-1212/TTY: 800-735-2900.



City of Independence

City Council Meeting Tuesday, December 10, 2024 Minutes

1. **CALL TO ORDER.** The meeting was called to order at 6:30 pm in the council chambers and via Zoom by Mayor John McArdle.

2. **ROLL CALL**

Council Present: Shannon Corr
Sarah Jobe
Kathy Martin-Willis
Marilyn Morton
Dawn Roden
Kate Schwarzler

Council Absent: None

City Staff Present: Kenna West, City Manager
Karin Johnson, City Recorder
Bob Mason, Police Chief
Myra Russell, Accountant II
Lyle Gilbert, Police Sergeant

3. **MINUTES.** The minutes of the November 12, 2024 regular meeting were submitted in the agenda packet.

ACTION:

Councilor Corr moved to approve the minutes as submitted; Councilor Martin-Willis seconded. Motion passed 6-0-0:

AYES: Corr, Jobe, Martin-Willis, Morton, Roden, Schwarzler

NAYS: None

ABSTENTIONS: None

4. **VISITORS / PUBLIC COMMENTS**

4.1 Anne Scheck, Salem. Read prepared statement summarizing difficulties getting a response from the communications director. Mentioned monetary sums, that she had been unable to verify with communications director, that she will use in future articles. Her prepared statement submitted for the record (Att. #2)

4.2 Jack Waddell, Monmouth. Thanked Mayor McArdle, Chief Mason and City Recorder Johnson for their work, acknowledging their upcoming retirement. Is concerned about the high SDC fees in Independence compared to other cities. Would like the council to reconsider the current fees.

4.3 Vickie McCubbin, Independence. Read prepared statement thanking the council for

reappointing her to the heritage museum advisory board. Is concerned about the museum with the failure of the Levy to pass. Hopes that the advisory board will be included in discussions for plans for the future of museum. Her prepared statement submitted for the record (Att. #3)

5. **REPORTS / PRESENTATIONS**

5.1. Presentation: Mayor Calloway, Mayor of Hillsboro. Acknowledged the end of Mayor McArdle's term as mayor of Independence. Reflected on the many characteristics that made him a wonderful leader including dedication to the community, mentoring of others, leadership, etc. Invited the mayor to a Hillsboro Hops game to throw out the first pitch.

5.2. Mayor McArdle reported:

- Attended meetings about the Wall that Heals, which will be in Independence in September 2025
- Attended COG Legislative Committee and received updates from ODOT on the Highway 22/51 project
- Volunteered at Ella Curran food bank on thanksgiving, more than 2087 people served. All food donated, all volunteers
- Kicked off the holiday season with GLOW in the park. 180 people attended
- Met with Polk County Realtors Association and Mayors/Planning Staff from Monmouth and Dallas for updates on development challenges
- Business Oregon held a statewide meeting in Independence. Mayor and Shawn Irvine presented the positive impact Business Oregon has had on our community, gave tour of downtown and local businesses.
- Oregon Arts Commission held their statewide meeting in town. Mayor attended community reception along with local folks involved in the arts.
- Spoke at the WOU tree lighting event
- As a Senior Fellow for the PSU Hatfield School of Government, was faculty for a New Elected Officials Boot Camp
- Attended the Oregon Business Summit and was invited to speak at a breakout session: Building Capacity for Rural Economic Development.

5.3. City Manager.

- IndyWorks is no longer operational. Exploring other options. Will have something in place in January 2025
- Fingerprinting is paused at the police department due to equipment needing software update from vendor
- Last week to get tags/drop off presents for the Senior Giving tree at the library
- Update on grants.
 - Received \$750,000 for the sewer lagoon project,
 - Received \$440,000 from EDA for water treatment plan and have \$400,000 left in ARPA funds for water treatment plant,
 - Received \$7500 from Confederated Tribes of Grand Ronde for laptops for coding program at the Library thanks to Mayor-Elect Schwarzler and Library Director Bodily
 - Received Community Development block grant passthrough for childcare

6. **UNFINISHED BUSINESS.** None

7. **NEW BUSINESS**

7.1. Public Hearing: CDBG Grant H22011, Closeout. D. Cvitanovich, Polk CDC appeared via Zoom and addressed the council and read the hearing notice in full. (Att. #4) A close-out report distributed to City Council was summarized and discussed (Att. #1) Kimberly Lyell appeared via Zoom and spoke on ways they are helping homeowners with help from Energy Trust of Oregon energy resources.

Testimony: no written or oral testimony received.

Hearing was closed

7.2 OLCC Application-Osprey Nest. Sgt Gilbert addressed the council and summarized the information as contained in the Council Action Memo. Morton questioned fees, Sgt. Gilbert said everything had been done per the application.

ACTION:

Councilor Roden moved to approve the distillery license application for Osprey Nest; Councilor Morton seconded. Motion passed 6-0-0:

AYES: Corr, Jobe, Martin-Willis, Morton, Roden, Schwarzler
NAYS: None
ABSTENTIONS: None

7.3 Resolution #24-1620, Canvass of Vote. City Recorder Johnson addressed the council and summarized the information contained in the Council Action Memo.

ACTION:

Counciler Martin-Willis moved to adopt Resolution #24-1620, A Resolution Accepting the Canvass of Election Votes, City of Independence Measure 27-142, November 5, 2024 Election; Counciler Schwarzler seconded Motion passed 6-0-0:

AYES: Corr, Jobe, Martin-Willis, Morton, Roden, Schwarzler
NAYS: None
ABSTENTIONS: None

7.4 Independence Days 2025. City Manager West addressed the council and summarized the information contained in the Council Action Memo. Staff recommends changing the event from 3 days to 2. West noted that the event has changed throughout the years, from mostly volunteer based to mostly staff based, increasing city costs.

Councilor Roden expressed that the event should be maintained at three days.

Councilor Corr thanked staff for all their work and that the event should be held at 2 days.

ACTION:

Counciler Morton moved to adopt Resolution No. 24-1621, establishing Independence Days 2025 for two days, July 3-4, 2025; Councilor Corr seconded. Motion passed 5-1-0:

AYES: Corr, Jobe, Martin-Willis, Morton, Schwarzler
NAYS: Roden
ABSTENTIONS: None

8. **COUNCIL ANNOUNCEMENTS**

- Councillor Roden thanked the mayor for helping to bring the Wall the Heals to Independence. Commented that she had a package stolen and it had happened to others, wanted the police to be aware.
- Councillor Morton appreciates the mayor's leadership over the years and thanked him
- Mayor asked council to attend January 14 meeting to approve minutes and swear in new members. Thanked his wife Patti for her support over the years. Shared thoughts that the council should work together, set an example for others and treat each other with grace.

9. **GENERAL INFORMATION.** Items submitted here in the packet are for information only; no action was required by city council.

10. **ADJOURNMENT.** With no further business to come before the council, Mayor McArdle declared the council meeting adjourned at 7:32 pm

MAYOR JOHN McARDLE

ATTEST:

Myra Russell, City Recorder



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: City Manager Kenna West
MEETING DATE: January 14, 2025
SUBJECT: Council Bill #2024-09, An Ordinance Amending Provisions in
Independence Development Code Subchapters 33, 34, 54,
and 73, Relating to Standards for Parking in Downtown

☐ Information Only

☒ Action Requested

Statement of Issue: Council Bill #2024-09 is submitted for council consideration.

Background: At the City Council meeting of November 12, 2024, the Council held a public hearing on a draft of new standards for parking in downtown Independence.

The city has been working with consultants to develop strategies to provide and manage parking downtown. The City Council adopted the Downtown Parking Management Plan by resolution on October 22, 2024, and code changes to help implement the plan were considered by the Planning Commission on September 30, 2024 and they recommended council approval following a Planning Commission public hearing on October 7, 2024.

Discussion:

At the council meeting of November 12, 2024, the City Council held a public hearing on the proposed changes to the Independence Development Code. The public hearing was closed and during the council discussion and deliberation that followed, there was council consensus to make additional amendments to Subchapter 73. Staff was directed to amend the proposed legislation and bring it back to a future council meeting.

A council bill has been prepared for the adoption of the proposed code, as amended, and the bill has had city attorney review.

Fiscal Impact:

No direct fiscal impacts would occur because of the code change.

Options:

- A. Approve CB #2024-09 as submitted
- B. Approve CB #2024-09 with further amendments
- C. Take no action

Recommendation/Suggested Motion:

Staff recommends approval of Option A.

Suggested Motions:

"I move to read the proposed Ordinance, Council Bill #2024-09 in full as the text is contained in the Council packet, for the first time."

Should the motion pass unanimously, a second motion would be in order:

"I move to read the proposed Ordinance, Council Bill #2024-09 for the second time by title only."

Should the motion pass, a third motion would be in order:

"I move to adopt the proposed Ordinance, Council Bill #2024-09."

Attachment:

A. CB #2024-09 and Exhibits A, B, C, D & E

*Memo prepared by: Fred Evander, Community Planner and
Myra Russell, City Recorder*



INDEPENDENCE

Oregon's Story Begins Here

DOWNTOWN PARKING CODE REVISIONS (FILE NO. LA | 2024-05) STAFF REPORT (ADDENDUM)

MEETING DATE: January 14, 2025

FILE NUMBER: LA | 2024-05

RE: **DOWNTOWN PARKING CODE REVISIONS**

CRITERIA: Oregon State Planning Goals
Independence Comprehensive Plan
Independence Development Code (IDC)
-Subchapter 10: General Provisions
-Subchapter 11: Administrative Provisions

I. SUMMARY

At the meeting of November 12, 2024, the Independence City Council requested changes to the draft parking code standards.

II. SUGGESTED CHANGES

The attached draft incorporates the suggested changes and:

- Only allows on-street parking to count toward the overall parking requirements for a use in the Mixed-Use Pedestrian Friendly Commercial and the Downtown Riverfront Zones. Per the draft, an applicant would also not be allowed to count any on-street parking along Main Street, Monmouth Street or C Street as part of the number of spaces required for a use (see IDC 73.020(B)(3)).
- Provide an option for a land developer to consider the incorporation of angled on-street parking as part of the design of their site (see 73020(B)(2)).

These changes are meant to address Council's previous concerns with the draft.

II. STAFF AND PLANNING COMMISSION RECOMMENDATION

Given the findings in the original staff report and the proposed changes suggested by this addendum, staff and the Planning Commission recommend that the City Council approve of the proposed changes to the Independence Development Code.

A suggested motion to approve the proposal as presented is:

"I move to approve LA | 2024-05, amending standards related to parking in the Independence Development Code, as supported by the findings set forth in the staff report and staff report addendum."



INDEPENDENCE

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PUBLIC HEARING DOWNTOWN PARKING CODE REVISIONS (FILE NO. LA | 2024-05) STAFF REPORT

MEETING DATE:	November 12, 2024
FILE NUMBER:	LA 2024-05
RE:	PUBLIC HEARING – DOWNTOWN PARKING CODE REVISIONS
CRITERIA:	Oregon State Planning Goals Independence Comprehensive Plan Independence Development Code (IDC) -Subchapter 10: General Provisions -Subchapter 11: Administrative Provisions
CONTENTS:	I. Summary II. What is the Problem? III. Proposed Change IV. Public Process V. Staff Recommendation VI. Staff Findings – Oregon State Planning Goals VII. Staff Findings – Independence Comprehensive Plan VIII. Staff Findings – Independence Development Code
ATTACHMENTS:	A. Proposed Code Changes (30 pages) B. Existing Zoning Map (1 page)

I. SUMMARY

At the City Council meeting of November 12, 2024, the Council will hold a public hearing on a draft of new standards for parking in downtown Independence.

II. WHAT IS THE PROBLEM?

As part of the Downtown Parking project, the City and their consultant, Toole Design, studied parking downtown. Three principles guided this work:

- Downtown's growth should build on the characteristics that have made it a great place.
- Land in downtown is valuable, scarce, and should be managed wisely.
- Parking should be understood and managed as one part of a transportation system that supports downtown's success.

Through this work, the team determined that “downtown has ample parking capacity today,” “demand for parking can be met and parking conditions can be improved without building new parking,” and “the presence of parking in certain locations undermines the walkable nature of downtown.” The plan also found that “parking requirements in the existing code require a significant amount of land to meet, and often pose barriers to the feasibility of residential and commercial development.”

From these findings, the project team encouraged the city to consider code changes that would better promote development that complements downtown Independence and makes wise use of the limited land available.

To help in the effort, the subconsultant Urbsworks analyzed the Independence Development Code to determine the degree to which existing standards promote downtown-style development and make it feasible to develop downtown. As part of the analysis, the firm identified several problems including the fact that the Downtown Overlay Zone and Downtown Riverfront Zone had significantly different standards (even though some projects will likely develop in both zones) and the fact that some of the requirements may be physically impossible to achieve on a site. For instance, a mixed-use project in the Downtown Riverfront Zone would require a 50 percent minimum lot coverage, along with a 15 percent site landscaping standard. Achieving a feasible development that provides one parking space per residential unit on the remaining 35 percent of the site would be nearly impossible.

Adding further complexity to the standards, any parking lots would be required to include perimeter landscaping (at least six feet wide) on the front and sides of the parking lot, and 200 square feet of interior landscaping for every 10 parking spaces. These parking lot landscaping requirements further impact the amount of property that can be developed with buildings or other usable spaces.

III. PROPOSED CHANGE

Modified Standards. Recognizing that the Downtown Parking Management Plan found that sufficient parking to accommodate much (if not all) of the City’s future needs for parking was available downtown, and to better help align parking requirements with the community’s desire for a walkable downtown, the draft code proposed the following changes:

1. Tweaking the perimeter parking lot landscaping standard to make the requirement only apply to landscaping adjacent to a neighboring street when a development has 20 or fewer parking spaces (see IDC 54.205(B)(1)(a)). To help address any potential drawbacks associated with this approach, a change to the screening standard to make the requirement more restrictive when a parking lot is located adjacent to a residential property is also proposed (see IDC 54.010(C)).
2. Changing the internal parking lot landscaping requirement from 200 to 150 square feet of landscaping per every 10 spaces (see IDC 54.205(B)(2)).
3. Removing the loading zone requirements in the Downtown Overlay Zone and the Downtown Riverfront Zone (see IDC 73.015(A)).
4. Allowing on-street parking to count toward total needed parking (see IDC 73.020(A) and (B)).
5. Clarifying the 25 percent reduction in parking requirements in Subchapter 73 (see IDC 73.020(L)).
6. Specifying certain pedestrian walkways that may be constructed (see IDC 73.020(L)(1)(a)).

Beyond these changes, Urbsworks also suggested that amendments be made to tweak downtown parking standards, specifically proposing a range of options from the complete elimination of parking requirements to the establishment of a reduction in parking for certain residential types such as studio apartments. These suggestions could be further considered but have not been incorporated into the code.

Streamlined Code. In addition to these items, a few changes were proposed to streamline the existing code. These changes include:

1. Making the Downtown Overlay Zone and Downtown Riverfront Zone have similar parking requirements, recognizing that many of the remaining sites in the Downtown Overlay Zone have the possibility of developing in both zones (see zoning map in Attachment B). This change involves:
 - a. Removing the site landscaping requirement from the Downtown Riverfront Zone (as well as the Mixed-Use Pedestrian Friendly Zones) (see IDC 34.040 Topic 1: Site (D)).
 - b. Making the provisions for the Downtown Riverfront Zone and the Downtown Overlay Zone the same in Subchapter 73 (see IDC 34.040(D) and (E) and IDC 73.010).
2. Reorganizing Subchapter 54 to make the requirements for general site landscaping and parking lot landscaping more distinct (see IDC 54.205(A) and (B)).
3. Streamlining the code to rely more on Subchapter 54 and Subchapter 73 to communicate the requirements for parking and parking lot landscaping (see IDC 54.205 and Subchapter 73)

Incorporated Best Practices. Finally, Urbworks identified the removal of any requirements for parking for childcare as a best practice for parking code reform. This change has been included within the document (see IDC 73.010).

IV. PUBLIC PROCESS

To inform area landowners about the proposed revisions, staff posted a notice of the changes on the Oregon Department of Land Conservation “PAPA” website on August 29, 2024, and published a Notice of the Public Hearings before the Planning Commission and the City Council in the Polk County Itemizer-Observer on September 25, 2024. Additionally, details about the change were posted on the city website. As of the date of the writing of this staff report, no formal comments were received through these public outreach methods.

V. STAFF AND PLANNING COMMISSION RECOMMENDATION

Given the findings below, staff and the Planning Commission suggest that the City Council recommend approval of the proposed changes to the Independence Development Code.

A suggested motion to approve the proposal as presented is:

“I move to approve LA | 2024-05, amending standards related to parking in the Independence Development Code, as supported by the findings set forth in the staff report.”

VI. STAFF FINDINGS - OREGON STATE PLANNING GOALS

Updates to the Independence Development Code are required to meet the Oregon State Planning Goals. Among these goals include provisions related to Citizen Involvement (Goal 1), Land Use Planning (Goal 2), Economic Development (Goal 9), Housing (Goal 10), and Urbanization (Goal 14), which together are implemented through measures such as the Independence Comprehensive Plan and Development Code. Combined these goals seek to “accommodate urban population and urban employment inside urban growth boundaries” and to “ensure efficient use of land” (see Goal 14), while assuring that citizens are involved in the planning process and items related to future housing, economic development, transportation, and the natural landscape are adequately addressed. This code has been drafted with these provisions in mind.

The draft changes would:

- Encourage further development downtown, including new housing development, by limiting the effect of multiple conflicting land use provisions that make it difficult or impossible to achieve new projects.
- Promote the wise use of the limited land available downtown by promoting more options in how an individual could provide parking for a downtown project.

The proposed changes would additionally streamline adopted City standards to eliminate redundancy in the requirements, and make sure that areas that have the potential to develop in multiple zones have a single set of standards. Given these factors, the proposed change would be consistent with the Oregon State Planning Goals.

VII. STAFF FINDINGS – INDEPENDENCE COMPREHENSIVE PLAN

Proposed changes to the Independence Development Code are additionally required to conform with the goals and policies of the Independence Comprehensive Plan. Key goals and policies of the Comprehensive Plan are noted below:

Land Use

GOAL: To encourage efficient land use, maintain land use designations appropriate to the character of Independence and meet future land use needs.

Staff Response: Within the City of Independence, land use designations are meant to be consistent with the character of the community and to meet future land use needs. The proposed code changes support these intents.

Downtown Independence historically developed with close-together buildings, with parking provided (as an afterthought) along the street or at the rear of the buildings. Several community residents value this historic walkable configuration. However, the existing code offers mixed messages about whether to continue this development type. Certain existing standards support a close-knit walkable development pattern. For example, in the Downtown Overlay Zone, buildings are intended to cover at least 50 percent of a project site. However, other standards detract from walkable development and promote a much more suburban, spread-out development type, with one parking space required per housing unit and items such as significant landscaping needed on site or in the parking lots.

The Downtown Parking Management Plan identified the inherent tension between these different requirements and noted how some of the existing standards have multiple negative drawbacks. Some of the existing requirements make new developments infeasible on certain lots (it is simply not possible to meet the different criteria and have a project that

works financially). Other requirements encourage new developments that are different from the character of the historic portion of Independence.

The proposed code would take marginal steps to make new development more consistent with the character of downtown Independence, such as by clarifying items including when an individual can request a 25 percent reduction in the parking requirements (as stated in IDC 73.020(L)) and by reducing the amount of landscaping that is necessary within parking lots.

Housing

GOAL: To ensure everyone the opportunity to live in safe, affordable, healthy housing and to provide a choice of housing types, densities, and locations.

Staff Response: The proposed code amendments are intended to reduce the barrier that parking may have on the feasibility of projects in downtown. Currently, a variety of standards make new projects difficult or impossible to achieve. For example, the six-foot-perimeter parking lot landscaping standard makes it challenging to develop upper story residential on many of the small lots in downtown (since it is difficult to provide 6-feet on each side of the 20 to 40-foot-wide lots that typify much of downtown). Similarly, providing a parking space and a drive-aisle on the properties is not possible since a parking space and drive aisle are typically 42 feet wide. As such, the number of parking spaces available to most downtown lots is limited to only the number that can be accessed directly off an alley (which means that the permissible number of housing units is directly tied to the lot width – with 1 unit being possible per every 9 feet of footage).

Additionally, standards for mixed-use buildings in the Downtown Riverfront Zone require buildings to cover at least 50 percent of a lot and site landscaping to cover at least 15 percent of the lot. Achieving the necessary parking on the remaining 35 percent of a lot, especially given other requirements (such as where landscaping is required and how to configure the parking spaces) is difficult.

Recognizing these items, the code changes would offer additional flexibility in the existing parking standards. The provisions would allow individuals to count the on-street space directly adjacent to their property as part of their required parking and would clarify the language for the existing 25 percent parking reduction that is available in the code. Similarly, the provisions would make the existing landscaping requirements less of a barrier for new housing development. All told the standards would take beneficial steps to make new development more feasible and complementary to the historic character of downtown, while assuring that parking will still be available.

Citizen Participation

GOAL: To provide opportunities for citizen involvement and to encourage participation by area residents.

Staff Response: The Citizen Participation Element of the Independence Comprehensive Plan is implemented by Subchapter 11 of the Independence Development Code.

In the review of the code change, staff provided notice:

- On the State Department of Land Conservation and Development “PAPA” website.

- On the City of Independence Planning Department website.
- In the Polk County Itemizer-Observer.

Additionally, the Independence Planning Commission discussed the potential changes in a work session on September 30, 2024, and held a public hearing on the code on October 7 (both of which were posted on YouTube).

Given these items, a variety of opportunities has been provided for individuals to learn about the update and be involved in the process. This goal has been achieved.

VII. STAFF FINDINGS – INDEPENDENCE DEVELOPMENT CODE

Beyond the goals and policies of the Independence Comprehensive Plan, the proposed changes are required to conform with the standards of the Independence Development Code.

Subchapter 10: General Provisions

...

10.040 Amendment of Development Code

Any amendment of the text of this development code shall be accomplished by ordinance of the City Council. Proposals for such amendments shall be submitted to the Planning Commission for public hearing. The Planning Commission shall submit to the City Council its written recommendation regarding the proposed amendment. Such recommendation shall be submitted to the City Council within 30 days of the Planning Commission's action on the proposed amendment. Notice shall also be provided to state land use agencies in accordance with statutory requirements. This is a Type IV action – See 11.002 (D).

Staff Response: The Independence Planning Commission held a Public Hearing on the changes on October 7, 2024. Following the hearing, the Commission recommended that the Independence City Council approve of the proposed changes.

The City Council will hear the proposed changes on November 12th. At the meeting, the Council will be given a draft of an ordinance to potentially adopt the changes. Given the process, this standard will be met.

...

Subchapter 11: Administrative Provisions

11.002 Application Types and Review Procedures

All development permits and land use actions are processed under the City's administrative procedures. There are four types of actions, each with its own procedures.

...

D. Type IV Action

A Type IV action is a legislative review in which the City considers and enacts or amends laws and policies. Private parties may request a Type IV action; however, it must be initiated by the Planning Commission, or City Council. The City Council makes the final, local decision. Sections 11.025 and

11.030 list the notice and hearing requirements.

1. Amendments and Revisions of the Comprehensive Plan
2. City Plan Document Adoption, e.g. Water System Plan
3. Zoning Code Amendments

Staff Response: Staff has reviewed the amendment as a Type IV – Legislative Review, which was originally initiated by staff and the Independence Planning Commission. This standard has been met.

11.015 General Provisions

In order to provide for citizen review of the planning process and the orderly keeping of records of actions relating to this Ordinance, the City shall ensure that the following measures are maintained and available for public review.

...

Staff Response: Staff has taken appropriate steps to ensure compliance with the standards in Independence Development Code Section 11.015, including publishing a notice of the changes in the Polk County Itemizer-Observer, writing a staff report for the revisions, and keeping a file for the proposal. This standard has been achieved.

11.025 Notice of Public Hearings

...

B. Legislative Hearings (Type IV). Notice of Public Hearing by the Planning Commission or City Council relating to any legislative action shall be published in a newspaper of general circulation a minimum of 10 days prior to the date of the hearing. Notice shall be provided to the Department of Land Conservation and Development in conformance with DLCD rules prior to the first evidentiary hearing by the City for any legislative action.

Staff Response: Staff sent notice of the changes to the Oregon Department of Land Conservation and Development on August 29, 2024, and included information about the changes on the City of Independence Planning Department website. Staff additionally published a notice of the Public Hearings in the Polk County Itemizer-Observer on September 25, 2024. This standard has been met.

PROPOSED PARKING REVISIONS TO IDC 33.030 (E) THROUGH (G)

The following changes are proposed to IDC Section 33.030. The changes would modify the site landscaping and parking requirements in the Mixed-Use Pedestrian Friendly Zone and the Downtown Overlay Zone. Where large portions of text are proposed to be removed, a note in Bold and Italics is offered about how the provisions would be addressed. The proposed draft is meant to work in tandem with related changes to IDC Subchapters 54 and 73.

SUBCHAPTER 33: MIXED USE PEDESTRIAN FRIENDLY COMMERCIAL (MUPC) ZONE & DOWNTOWN OVERLAY ZONE

...

33.030 Commercial Development Standards

...

E. Site Landscaping

Site landscaping shall be provided as specified in Subchapter 54.

- ~~1. A minimum of 15% of the site shall be landscaped. Interior parking lot landscaping may be applied to meet this minimum. No minimum landscaping shall be required in the Downtown Overlay.~~
- ~~2. Landscaping shall be provided in the form of a dedicated landscape zone that has, at a minimum, a rate of 1 tree and 3 shrubs per every 400 square feet of contiguous open space. Remaining area within the 400 square foot open space area shall be planted with ground cover, including grass, that fills the area after 3 years.~~
- ~~3. Up to 30% of the landscaping requirement for the site may be dedicated to hardscape walkways, plazas and small gathering areas. Every attempt shall be made to use permeable materials such as grasscrete, gravel or pervious asphalt.~~ **SECTION ADDRESSED IN IDC 54.205(A)**



Site Landscaping. [1] A minimum of 15% of the site should be landscaped [2] Up to one-third of the landscape may be hardscape such as a walkway, plaza, or small gathering area [3] Whenever possible, stormwater detention and retention facilities should be incorporated into the landscape.

F. Parking and Access

1. Parking shall be prohibited between the front of the building and the street. Except along Main Street, parking may be allowed on the side of the building provided that:

a. The Parking is set back a minimum of ten (10) feet and a maximum of 15 feet from the front property line, corresponding with the front setback. In no instance shall parking extend in front of the building setback.

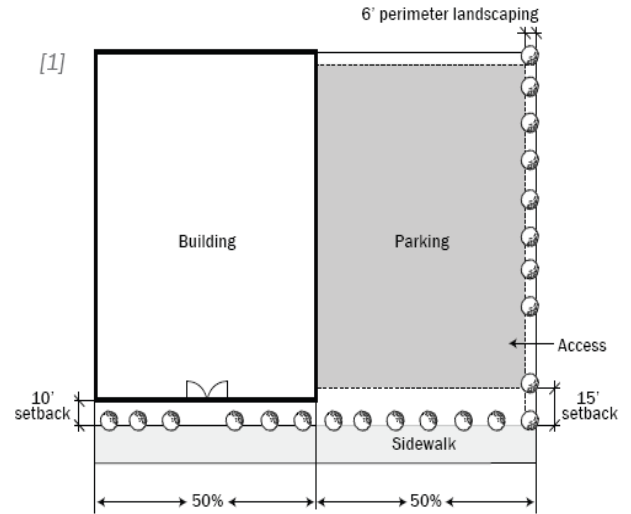
b. The Parking area does not exceed 50% of the total frontage of the site.

2. Off-street parking areas shall be developed in accordance with the requirements found in Subchapter 73.

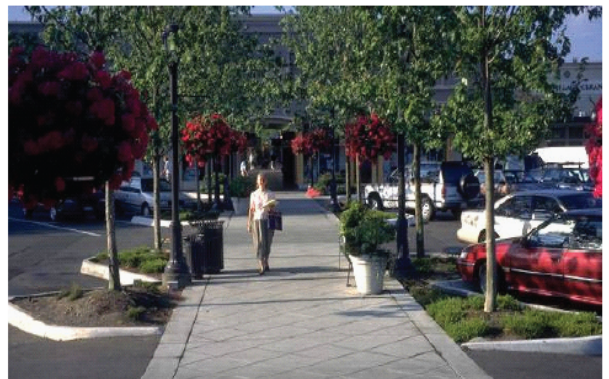
23. Off-street Parking areas must be landscaped per the Off-Street Parking Lot Landscaping Standards found in IDC Section 33.030(G) below 54.205(B).

34. Internal pedestrian connections shall be provided in parking lots with greater than ten (10) spaces per the requirements of IDC 73.020(N). These connections shall be a minimum of six (6) feet wide and distinguished from vehicular areas through changes in elevation or materials.

4. Off-street parking areas shall be developed in accordance with the requirements found in Subchapter 73.



[2]



Parking and Access. Parking is prohibited between the front of the building and the street in order to create a more cohesive and continuous pedestrian experience [1] Parking may be located to the side if it does not exceed 50% of the total site frontage [2] Clearly marked, attractive, safe pedestrian paths through parking lots should be provided to reduce conflicts with automobiles.

~~There is no parking minimum in the Downtown Overlay zone **PORTION OF SECTION MOVED TO 33.030(F)(2)**~~

5. Heavy trucks shall be allowed along Main Street and Monmouth Street provided that they service the business from the alley or side street where possible.

~~G. **Off-Street Parking Lot Landscaping.** In regulating off-street parking lots, the following landscape standards shall apply:~~

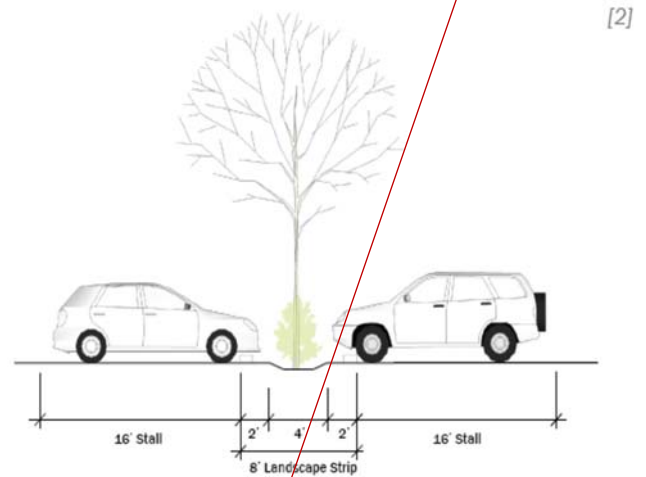
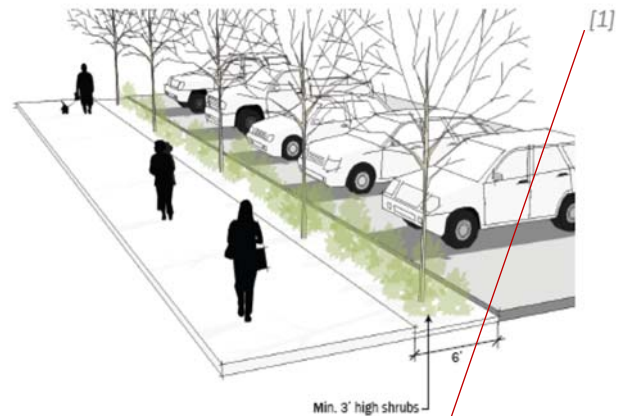
~~1. **Perimeter landscaping**~~

~~a. In all parking lots a minimum perimeter of six (6) feet shall be landscaped within the front and side yard setbacks in order to buffer the parking lot. This six (6) foot wide strip shall be landscaped with noninvasive ground cover (including grass), shrubs that are a minimum of three (3) feet high after two (2) years and form a continuous screen, and approved street trees that are a minimum a 2.5" caliper and planted at a rate of one (1) every 25 feet.~~

~~b. A 3-foot high wall or planter constructed of either concrete or masonry may be substituted for ground cover to screen the sidewalk from parking. **SECTION ADDRESSED IN IDC 54.205(B)**~~

~~2. **Interior landscaping**~~

~~a. In parking lots that have more than ten (10) parking spaces, there shall be a minimum of 200 square feet of landscaping per every ten (10) spaces that includes two (2) shade trees for every ten (10) spaces.~~



Off-Street Parking Lot Landscaping. Parking lot appearance and functionality can be improved by [1] a minimum perimeter setback of 6 feet with ground cover, shade trees, and shrubs that are a minimum of 3 feet high [2] internal landscaping strips that are a minimum of 8 feet wide [3] and stormwater detention and retention landscaping that reduces run-off while also providing a buffer between parking and pedestrians.

~~All planting must be approved by the City of Independence in accordance with the landscaping requirements found in Subchapter 54.~~**SECTION ADDRESSED IN IDC 54.205(B)**

~~Note: Perimeter landscaping may not serve as a substitute for interior landscaping.~~

~~Note: Landscaping strips between (face-to-face) parking spaces should be a minimum of eight (8) feet wide and consist of continuous ground cover, drought tolerant shrubs at a rate of 1.5 shrubs per space, and at least two trees per every ten (10) spaces. Landscaping strips may take up to two (2) feet of the front of each parking space, allowing the car to overhang the planted area.~~

~~Note: Wherever possible, parking surfaces should direct drainage toward planting areas, reducing stormwater run-off and improving water quality. Pervious materials are highly recommended for parking surfaces. Such materials include grasscrete, modular pavers, and pervious asphalt.~~

PROPOSED PARKING REVISIONS TO IDC 34.040 (AND 34.025)

The following changes are proposed to IDC 34.040, which applies to the Downtown Riverfront Zone. The changes would modify the landscaping and parking requirements in the area. An additional change to a previous typo is proposed to IDC 34.025. Where large portions of text are proposed to be removed, a note in Bold and Italics is offered about how the provisions would be addressed. The proposed draft provisions are meant to work in tandem with related changes to IDC Subchapters 54 and 73.

SUBCHAPTER 34: DOWNTOWN RIVERFRONT ZONE

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34.025 Permitted and Conditional Uses

Uses not listed in Subchapter 30 or uses that are listed in ~~33~~34.027 are considered to be prohibited, except as provided in Section 10.050.

...

34.040 Development Standards

- A. Purpose and Applicability: The Development Standards include required land use regulations that guide how sites and buildings can be developed. The standards are intended to encourage a similar pedestrian orientation as that found downtown while remaining accessible to automobiles.
- B. Standards: The Development Standards include three (3) main topics. The topics reflect the manner in which buildings are designed and developed.
1. Topic 1, "SITE" specifies the key development standards that impact the potential use and dimensions of the site.
 2. Topic 2, "HEIGHT/BUILDING MASSING", specifies the development standards that impact the potential height and building massing.
 3. Topic 3, "ARCHITECTURAL FEATURES", specifies development standards that require architectural details to the building.

~~34.040~~ TOPIC 1: SITE

A. Density Requirements

1. A minimum average density of nine (9) dwelling units per net acre
2. Lot Coverage: The following ~~maximum~~ lot coverage standards apply:
 - a. For commercial, residential and mixed-commercial/residential development: Minimum of 50%.
 - ~~b. For residential development: Maximum of 50%~~

B. Setbacks shall be provided as follows:

1. Commercial Buildings:
 - a. Front: Between 0 and 20 feet
 - b. Side: No requirement.
 - c. Back: No requirement.
2. Lodging Buildings:
 - a. Front: Between 0 and 30 feet
 - b. Side: 5 feet minimum, no maximum
 - c. Back: No requirement
3. Attached single-family dwellings (townhouses and rowhouses):
 - a. Front: Between 0 and 25 feet. Attached garages shall be set back 19-21 feet. In no case shall attached garages be set back less than 4 feet from the façade of the dwelling unit.
 - b. Side: end units shall set back 5 feet.
 - c. Back: No requirement
4. Multiple-family dwellings:
 - a. Front: Between 0 and 20 feet
 - b. Side: 5 feet minimum, no maximum
 - c. Back: No requirement

C. Build-to Line: In the Downtown Riverfront Zone, 40% of the overall development length of a building shall be placed along a build-to-line located at the front edge of the setback. This standard applies to multiple buildings on a single lot.

~~D. Site Landscaping~~

- ~~1. A minimum of 15% of the site shall be landscaped. Interior parking lot landscaping may be applied to meet this minimum. No maximum landscaping shall be required in the Downtown Riverfront Zone.~~
- ~~2. Landscaping shall be provided in the form of a dedicated landscape zone that has, at a minimum, a rate of 1 tree and 3 shrubs per every 1,000 square feet of contiguous open space. Remaining area within the 1,000 square foot open space area shall be planted with ground cover, including grass that fills the area after 3 years.~~

- ~~3. Up to 30% of the landscaping requirement for the site may be dedicated to hardscape — walkways, plazas and small gathering areas. Every attempt shall be made to use permeable materials such as grasscrete, gravel or pervious asphalt. **SECTION ADDRESSED IN IDC 54.205(A)**~~

E.D. Standards for Drive-Through Facilities: Drive-in and drive-through facilities are prohibited within the Downtown Riverfront.

1. Exceptions: Lodging uses are allowed to provide temporary short-term covered parking to allow for pick-up/drop-off and brief transactions.

F.E. Parking shall be provided as required in Subchapter 73 follows:

- ~~1. Required number of parking stalls based on use:
 - a. Residential: 1 stall per unit minimum, 2 stalls per unit maximum. No requirement for visitor parking.
 - i. A loading zone in the public right-of-way directly adjacent to the building prime entrance shall be provided for each multiple-family dwelling structure.
 - b. Lodging:
 - i. 1 stall per unit minimum, 2 stalls per unit maximum.
 - ii. 2 visitor parking stalls.
 - iii. 1 parking stall designated for loading.
 - c. Commercial:
 - i. Retail and service-oriented uses: none required
 - ii. Restaurants and bars: 1 space per 500 square feet minimum, no maximum.
 - iii. A loading zone in the public right-of-way directly adjacent to a building entrance shall be provided for each commercial building.
 - d. Live-Work: 1 stall per unit minimum, 2 stalls per unit maximum. No requirement for visitor parking.
 - e. Uses not described above shall be provided as per Subchapter 73.010.~~
2. General requirements for parking
 - a. All parking shall be constructed of a hard surface such as concrete, asphalt, or brick/concrete paver as recommended by the Civil Engineer of Record in accordance with Geotechnical Engineering recommendations based on soil borings and data.
 - i. Consideration of alternate pervious paving materials may be approved by the Planning Director.
 - b. No off-street loading zones are to be required unless a building greater

~~than 10,000 square feet is not directly abutting a right-of-way where a loading zone can be accommodated in the public realm.~~

- ~~c. Parking stalls shall be provided within 300' of the building in which it serves.~~
- ~~d. If more than one type of land use occupies a single structure or parcel of land, the total requirements for off-street parking shall be the sum of the requirements for all uses, unless it can be shown that the peak parking demands are actually less (i.e., the uses operate on different days or times). In that case, the total requirements shall be reduced accordingly.~~
- ~~e. Lighting of the parking areas shall be directed entirely onto the parking and pedestrian areas and shielded from view from adjacent properties.~~
- ~~f. All parking stalls shall be parallel or 90 degree~~
- ~~g. At least 40% of required number of parking stalls must be standard size.~~
- ~~h. Stall length for 90 degree parking stalls may be reduced by 2'-0" where wheel stop or curb allows for overhang.~~
- ~~i. Drive aisle size: 20 feet~~
- ~~j. Stall size:~~

~~i. Parallel: 8'-0" wide by 22'-0" long.~~

~~ii. Standard 90 degree: 9'-0" wide by 18'-0" long.~~

~~iii. Compact 90 degree 8'-6" wide by 16'-0" long for compact stalls.~~

~~SECTION ADDRESSED IN IDC SUBCHAPTER 73.~~

G.F. Bike Parking:

1. For commercial and lodging uses, provide 1 parking space for every 10 vehicle parking spaces.
2. For residential uses, provide an interior secure bike parking area at the rate of 1 space for every 4 units. Additionally, provide 1 exterior bike rack spaces for every 10 residential units.
3. Locate exterior bike parking within 50 feet of main residential and commercial entries for each building.
4. Exterior bike parking areas shall paved with hard surface materials.
5. Exterior bike racks, frames, posts, or other devices shall be durable and made of metal or concrete.

H.G. Parking and Access

1. Parking shall be prohibited between the front of the building and the street.

- a. Exception: For townhouses or rowhouses, one parking stall per unit may be allowed, so long as it complies to comply with the setbacks in SubParagraph 34.025 B Setbacks IDC 34.040 Topic 1(B).

~~2. Parking must be landscaped per the Off-Street Parking Lot Landscaping Standard found in Section 34.030(I) below.~~

~~3.2. Internal pedestrian connections shall be provided in parking lots with greater than ten (10) spaces per the requirements in IDC 73.020(N) such that no stall is further than 75' from a pedestrian connection. These connections shall be a minimum of five feet wide and distinguished from vehicular areas through changes in elevation or materials.~~

I. Off-Street Parking Lot Landscaping: ~~In regulating off-street parking lots, the following landscape standards in IDC 54.205(B) shall apply to off-street parking lots.:~~

~~1. Perimeter landscaping:~~

- a. ~~In all parking lots a minimum perimeter of six (6) feet shall be landscaped within the front and side yard setbacks in order to buffer the parking lot. This six (6) foot wide strip shall be landscaped with noninvasive ground cover (including grass), shrubs that are a minimum of three (3) feet high after two (2) years and form a continuous screen, and approved street trees that are a minimum a 2.5" caliper and planted at a rate of one (1) every 25 feet.~~
- b. ~~A 3-foot high wall or planter constructed of either concrete or masonry may be substituted for ground cover to screen the sidewalk from parking.~~ **SECTION ADDRESSED IN IDC 54.205(B)(1)**

~~2. Interior landscaping:~~

- a. ~~In parking lots that have more than ten (10) parking spaces, there shall be a minimum of 150 square feet of landscaping per every ten (10) spaces that includes one (1) shade tree for every ten (10) spaces.~~
- b. ~~Perimeter landscaping may not serve as a substitute for interior landscaping.~~ **SECTION ADDRESSED IN IDC 54.205(B)(2)**

~~3. All planting must be approved by the City of Independence in accordance with the landscaping requirements found in Subchapter 54.~~

~~34.040~~ TOPIC 2: HEIGHT/BUILDING MASSING

A. Height: No building height shall exceed three (3) stories or 40 feet in height.

1. Exceptions:

- a. Rooftop penthouses, equipment and stair towers for roof access or rooftop decks may extend up to 52 feet in total height from the ground floor.
- b. Buildings containing lodging uses shall not exceed four (4) stories or 55 feet in height.
- c. Equipment and stair towers for roof access or rooftop decks may extend up to 67 feet in total height from the ground floor for buildings containing lodging uses.

B. Main Entrance/Front Door: A direct pedestrian connection shall be provided from the main entrance on the front facade of the building to the sidewalk.

C. Ground Floor Windows:

1. Commercial/Lodging Uses: Transparent windows shall be required along a minimum of 50% of the length of the ground-level street-facing façade and 60% of the overall ground floor street-facing wall area, defined as the first floor of a building that is used and directly accessible from the exterior finished grade.
2. Residential Uses and the Non-Street Facing Walls of Commercial/Lodging Uses: On other facades, provide windows along 25% of the length of the facade and 20% of the overall façade area. The back of the building has no windows requirement.
3. Commercial doors facing the street shall consist of a minimum of 40% transparent glazing. No glazing is required for ground floor doors in residential uses.

D. Exterior Display: The following exterior activities shall be allowed in the proposed Downtown Riverfront Zone, provided that they leave a five (5) foot clear pedestrian path for unrestricted movement and are an extension of the interior use:

1. Outdoor eating or gathering
2. Outdoor produce markets and flower stands
3. Temporary displays of merchandise or wares (limited in duration to one week).

34.040 TOPIC 3: ARCHITECTURAL FEATURES

A. Roof Forms: There is no requirement for either flat or sloped roofs other than they meet the following standard of design:

1. For flat roofed buildings:
 - a. Parapets shall be a minimum of two (2) feet in height.
 - b. Cornices shall meet the following requirements:
 - i. The top of the cornice is a minimum of six (6) inches from the face of the building and the base of the cornice is a minimum of two (2) inches from the face of the building
 - ii. The total height of the cornice on buildings 15 feet or less is a minimum of 12 inches, on buildings between 15 and 30 feet is a minimum of 18 inches, and on buildings taller than 30 feet is a minimum of 24 inches.
2. For pitched roofed buildings:
 - a. ~~Slopes-Sloped~~ roofs should be between 3:1 and 1:1.
 - b. Eaves should overhang a minimum of 12 inches.

B. Building and Parking Lot Lighting

1. Colored light bulbs and internally lit awnings or canopies shall be prohibited for buildings and within parking lots, except for temporary holiday displays.
2. The following standards shall apply to lighting on buildings and within parking lots:
 - a. Building lighting shall be integrated with the architecture.
 - b. Parking lot lighting shall emit on average ~~0.6 to 0.8 foot~~0.6-to-0.8-foot candles and shall not exceed an average height of 30 feet.
 - c. Interior display windows shall be designed to be illuminated in evening hours, with provisions for reduced illumination late in the evening.

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PROPOSED PARKING REVISIONS TO IDC SUBCHAPTER 54

The following changes are proposed to IDC Subchapter 54, which establishes landscaping standards for developments. The proposed changes would reorganize the chapter to divide the site landscaping and the parking lot landscaping standards and would tweak the perimeter and interior parking lot landscaping requirements. Where large portions of text are proposed to be removed, a note in Bold and Italics is offered about how the provisions would be addressed. The proposed draft provisions are meant to work in tandem with related changes to IDC Subchapters 33, 34 and 73.

SUBCHAPTER 54: BUFFERING, SCREENING, LANDSCAPE AND ASH CREEK SETBACK REQUIREMENTS

54.005 Applicability.

- A. All subject properties developed within the city are required to be buffered, screened and landscaped in accordance with the provisions of this Subchapter. All planting materials, species, sizes and installation details shall be in substantial conformance with the Independence Urban Forestry Management Plan. The requirements of this subchapter are in addition to any yard setback requirements or other requirements contained in the zoning or city code.
- B. Development shall mean land use, limited land use, building permit, or development permit applications of any kind or the erection, construction or exterior remodeling of buildings, structures, parking lots and streets and roads in all zones, except for single-family dwellings or duplexes in residential zones.
- C. Maintenance. Property owners are required to maintain the buffered, screened or landscaped areas including necessary watering, weeding, pruning, and mowing. Trees and shrubs may be trimmed or removed for health or safety reasons but shall be replaced with suitable landscaping materials.
- D. Irrigation. All landscaped areas shall be irrigated by an underground system except for dwelling structures containing less than four units or unless a licensed landscape architect certifies that the landscaping will likely survive without irrigation. Suitable watering facilities or irrigation systems must be included in or near all planted areas.
- E. Site Improvements. The property owner is responsible for the maintenance of the site improvements including re-striping parking stalls and ensuring the preservation of the clear vision area.
- F. Submission of landscape plans. Landscape plans, including any required buffering and screening, shall be submitted and reviewed as part of the Site Design Review application process (see Subchapter 80).

G. Alternative Plans. The requirements of this ordinance may be reduced or eliminated when the following alternative means of providing the required landscaping exist:

1. Existing Screening. Where the abutting use has provided buffering in compliance with this section, no further buffering or screening need be provided.

2. In lieu of these standards, the property owner may submit a detailed plan and specifications for landscaping and screening, as part of a Site Design Review application, including plantings, fences, walls, walks and other features designed to afford the degree of desired buffering. The city shall review the alternative plan based on standards contained in this subchapter.

H. Permit Issuance.

1. Occupancy permits may be issued prior to the complete installation of all required landscaping if security equal to 120% of the cost of plant materials and labor as determined by the approval authority is filed with the city assuring such installation within a time specified by the City, but not exceeding six months after occupancy.

2. Security may consist of a faithful performance bond payable to the city, cash, certified check, time certificate, or deposit, or assignment of savings account and the form shall meet with approval of the City Attorney.

3. If the installation of the landscaping is not completed within the period specified by the City, the security may be used by the city to complete the installation. Upon completion of the installation, any portion of the remaining security deposited with the city shall be returned. The final landscape inspection shall be made prior to any security being returned. Any portions of the plan not installed, not properly installed, or not properly maintained shall cause the inspection to be postponed until the project is completed or cause the security to be used by the city.

54.010 Buffering and Screening Requirements.

A. A buffer consists of a horizontal distance adjacent to the property line, which may only be occupied by screening, utilities and landscaping materials.

B. Buffering shall be used to mitigate adverse visual impacts, dust, noise or pollution, and to provide for compatibility between dissimilar adjoining uses. Where buffering is determined to be necessary, one of the following buffering alternatives shall be employed:

1. Planting Area: Width not less than fifteen (15) feet, planted with the following materials:

- a. at least one row of deciduous or evergreen trees staggered and spaced not more than fifteen (15) feet apart;
- b. at least one row of evergreen shrubs which will grow to form a continuous hedge at least five (5) feet in height within one (1) year of planting; and
- c. lawn, low-growing evergreen shrubs or evergreen ground cover covering the balance of the area.

2. Berm Plus Planting Area: Width not less than ten (10) feet, developed in accordance with the following standards:

- a. Berm form should not slope more than forty (40) percent (1:2.5) on the side away from the area screened from view. The slope for the other side (screened area) may vary.
- b. A dense evergreen hedge shall be located so as to most effectively buffer the proposed use.

3. Wall Plus Planting Area: Width must not be less than five (5) feet developed in accordance with the following standards:

- a. a masonry wall or fence not less than five (5) feet in height; and
- b. lawn, low-growing evergreen shrubs, and evergreen ground cover covering the balance of the area.

4. Other methods which produce an adequate buffer considering the nature of the impacts to be mitigated, may be used, as approved by the Planning Commission.

C. Screening shall be used to eliminate or reduce the visual impacts of the following:

- 1. service areas and facilities, including garbage and waste disposal containers, recycling bins and loading areas;
- 2. outdoor storage and outdoor display areas;
- 3. parking areas ~~for of 40-6~~ or more vehicles for a multiple-family, mixed-use or and commercial developments, when the parking is directly

adjacent to a single-family home, duplex, townhouse, or residential zone and the screening can be used to screen the adjacent residential use from the parking area.

4. parking areas for 30 or more vehicles for industrial uses;

45. at and above-grade electrical and mechanical equipment, such as transformers, heat pumps, and air conditioners; and

56. any other area or use as required by this Ordinance.

D. Screening may be accomplished by the use of sight-obscuring plant materials (generally evergreens), earth berms, walls, fences, building parapets, building placement or other design techniques.

E. When a required buffer is adjacent to a street, the required fence structures shall be located so that the landscaped portion of the buffer is oriented toward the right-of-way.

F. All mechanical equipment on roofs shall be screened when abutting a residentially designated property or an arterial street. Screening shall obscure mechanical equipment at elevation. Solar collecting panels are exempt from this requirement.

54.015 Types of Landscaping Required. Required landscaping within the buffer shall consist of the following:

A. Shade Trees. Deciduous trees capable of at least 25 feet in height and spread at maturity, and not less than ten feet high and 1.5" caliper in size at the time of planting.

B. Evergreen Shrubs. Evergreens not less than two feet high and one-gallon size at the time of planting.

C. Ground cover consisting of lawn, low-growing evergreen shrubs, evergreen ground cover, organic mulch or rock mulch covering the balance of the property.

54.105 Setbacks Required.

A. There shall be a 25' greenway setback required along the banks of Ash Creek. The 25' shall begin at the top of the bank or at the high water mark, whichever is higher. There shall be no development within the required setbacks.

B. Development for the purposes of this Subsection 54.105 means to construct or alter a structure, to erect a fence, to conduct a mining operation, to conduct filing,

grading, paving, excavation or drilling operations, to make a physical change in the use of land, or to create or terminate rights of access. Development does not include placement of public or private bridges.

C. There shall be no affirmative duty to plant trees, shrubs or vegetation along said setback, although property owners shall be liable for nuisances created in any failure to maintain their property in a manner so as not to interfere with the health, safety and general welfare of the general public.

D. Nothing in this subsection shall prevent landscaping; reasonable emergency procedures necessary for the safety or protection of property; maintenance and repair usual and necessary for the continuation of an existing use; or repair or

maintenance of existing structure, provided that such activities are conducted in conjunction with uses already existing on the same property and that they are accomplished in a manner compatible with the purpose of this subsection.

E. This subsection does not give the general public any rights of access across private property that does not otherwise already exist or may hereafter be granted by said private property owners.

54.205 Landscaping Requirements.

The following areas shall be landscaped in accordance with the requirements listed below. These requirements may be used in conjunction with the buffering and screening requirements listed in 54.010 above. The requirements in this subsection are not applicable to manufactured dwelling parks, which are regulated by Subchapter 61 of the Independence Development Code.

A. Site Landscaping Standards

1. A. Multiple-family residential developments or dwelling structures containing three (3) or more units:

a. A minimum of 20% of the gross site shall be landscaped. Landscaped areas may include ground cover, shrubs and trees for foundation planting, entrance plantings, parking island and perimeter plants.

b. Each ground level unit, excluding manufactured homes, shall have an accessible outdoor private space of not less than 48 square feet in area. The area shall be enclosed, screened or otherwise designed to provide privacy for unit residents.



Site Landscaping. [1] A minimum of 15% of the site for commercial, industrial and mixed use developments should be landscaped. A minimum of 20% of the site for multi-family developments should be landscaped. [2] Up to one-third of the landscape may be hardscape such as a walkway, plaza, or small gathering area [3] Whenever possible, stormwater detention and retention facilities should be incorporated into the landscape.

c. The standard in IDC 54.205(A)(1)(a) shall not apply in the Mixed-Use Pedestrian Friendly Commercial Zones or the Downtown Riverfront Zone.

2. ~~B.~~ Commercial, Industrial and Mixed-Use Developments:

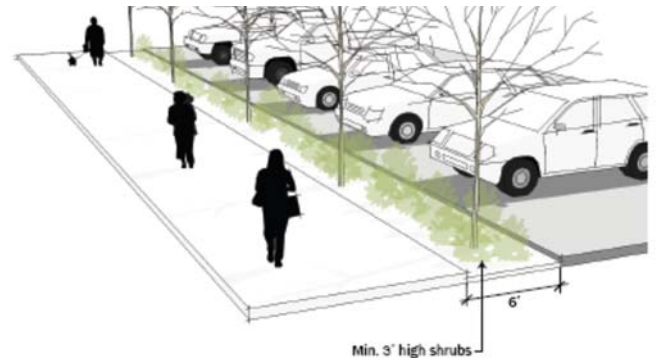
a. ~~Except within the Downtown Overlay Zone, a~~ minimum of 15% of the gross site area is required to be landscaped. ~~There is no minimum landscaping requirement in the Downtown Overlay Zone.~~

b. The standard in IDC 54.205(B)(1) shall not apply in the Mixed-Use Pedestrian Friendly Commercial Zones or the Downtown Riverfront Zone.

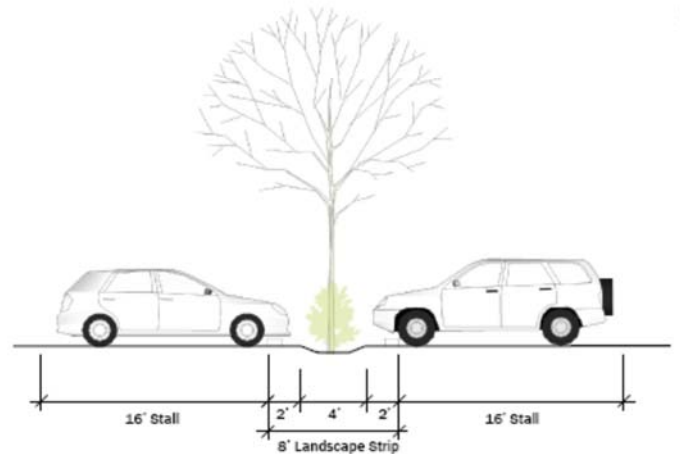
3. Landscape Requirements. For developments that require a set percentage of the site to be landscaped:

a. Landscaping shall be provided in the form of a dedicated landscape zone that has at a minimum a rate of one (1) tree and three (3) shrubs per every 400 square feet of contiguous open space. Remaining area within the 400 square foot open space area shall be planted with ground cover, including grass, that fills the area after three (3) years.

b. Up to 30% of the landscaping requirement for the site may be dedicated to hardscape – walkways, plazas and small gathering areas. Every attempt shall be made to use permeable materials such as grasscrete, gravel, or previous asphalt.



[2]



[3]



Off-Street Parking Lot Landscaping. Parking lot appearance and functionality can be improved by [1] a minimum perimeter setback of 6 feet with ground cover, shade trees, and shrubs that are a minimum of 3 feet high [2] internal landscaping strips that are a minimum of 8 feet wide [3] and stormwater detention and retention landscaping that reduces run-off while also providing a buffer between parking and pedestrians.

4. Requirements for Additions.

- a. Any addition to or expansion of an existing structure that falls within the standards in IDC 54.205(A) shall provide landscaping for the addition. To determine the amount of landscaping necessary, the applicant shall calculate the total area that will be covered by new impervious surfaces (whether parking spaces, loading areas or building footprint) and multiply the total by the proportion of landscaping required.
- b. Landscaping to be installed for an addition or expansion may be spread over the entire site (original and addition or expansion projects) with the approval of the City.

B. Parking Lot Landscaping Standards. Parking lots that containing over ten (10) parking spaces are required to use curbed islands and landscape strips consisting of plantings therein to break up parking areas. The following landscape standards shall apply to off-street parking lots: Landscaping within the parking area shall meet the standards found in Subsection 54.205.D.3(b) below.

C. A minimum width of six (6) feet is required for landscape strips abutting parking lots. **DUPLICATED IN 54.205(B)(1)**

D. Commercial and multiple-family residential developments:

1. Landscaping shall be provided in the form of a dedicated landscape zone that has, at a minimum, a rate of one (1) tree and three (3) shrubs per every 400 square feet of contiguous open space. Remaining area within the 400 square foot open space area shall be planted with ground cover, including grass, that fills the area after three (3) years.

2. Up to 30% of the landscaping requirement for the site may be dedicated to hardscape—walkways, plazas and small gathering areas. Every attempt shall be made to use permeable materials such as grasscrete, gravel, or previous asphalt. **MOVED TO 54.205(A)(3)**

3. Off-street parking lot landscaping. The following landscape standards shall apply in off-street parking lots:

1a. Perimeter landscaping

- a. i. In all parking lots a minimum perimeter of six (6) feet shall be landscaped within the front and side yard setbacks in order to buffer the parking lot. Provided that, for parking lots with 20 or fewer parking spaces, the perimeter landscaping shall only be required next to an adjacent street. This The six (6) foot wide strip shall be landscaped with:

- i. ~~N~~oninvasive ground cover (including grass),
- ii. ~~s~~Shrubs that are a minimum of three (3) feet high after two (2) years and form a continuous screen, and
- iii. ~~a~~Approved street trees that are a minimum a 2.5" caliper and are planted at a rate of one (1) every 25 feet.

b. ii.—A three (3) foot high wall or planter constructed of either concrete or masonry may be substituted for ground cover or shrubs to screen the sidewalk from parking.

2b. Interior landscaping.

In parking lots that have more than ten (10) parking spaces, there shall be a minimum of 200-150 square feet of landscaping per every ten (10) spaces that includes two (2) shade trees for every ten (10) spaces. Any extra landscaping used along the perimeter of a parking lot or used for parking lot screening (per IDC 54.010(C)) can be used to help meet this requirement.

~~E. — Any addition to or expansion of an existing structure or parking lot which results in additional lot coverage shall be landscaped as follows: Divide the amount of additional lot coverage (building area, not including basement or upper floors, plus required parking and loading zones) by the amount of the existing lot coverage (building area, not including basement or upper floors, plus required parking and loading zones), multiply by the percentage of landscaping required in the zone, multiply by the total lot area of both the original development and the addition; however, the total amount of the landscaping shall not exceed the requirements set forth in this subsection.~~

~~—— ALC (additional lot coverage) . . . X % of landscaping X total ELC (existing lot . . . required lot area coverage)~~
REWORDED AND MOVED TO 54.205(A)(4)(a)

~~F. — Landscaping to be installed on an addition or expansion may be spread over the entire site (original and addition or expansion projects) with the approval of the City.~~
MOVED TO 54.205(A)(4)(b)

54.300 Appeal. The property owner may appeal a decision based on the requirements of this subchapter to the planning commission in accordance with the appeal procedures contained in Subchapter 11 of the Independence zoning code.

54.505 Severability. The sections of this ordinance are severable. The invalidity of a section shall not affect the validity of the remaining sections.

PROPOSED PARKING REVISIONS TO IDC SUBCHAPTER 73

The following changes are proposed to IDC Subchapter 73, which establishes parking standards for developments. The proposed changes would make parking requirements similar for the Downtown Overlay Zone and the Downtown Riverfront Zone, allow on-street parking to be counted toward the amount of parking necessary for a site, and clarify the 25 percent parking reduction established in IDC 73.020, among other things. The proposed draft provisions are meant to work in tandem with related changes to IDC Subchapters 33, 34 and 54.

SUBCHAPTER 73: PARKING

73.005 Parking Areas Required

Any building constructed, enlarged, altered or subject to a change of use shall establish and maintain parking areas in accordance with the provisions of this chapter.

73.010 Required Number of Parking Spaces

The number of parking spaces required for any building or land use shall be determined from the following table.

A. RESIDENTIAL USES¹:	<u>NUMBER OF SPACES</u>
<u>1.</u> -All residential zones	One (1) space per unit (minimum) Three (3) spaces per unit (maximum)
<u>2.</u> Multiple-family or attached dwellings	One (1) space per unit (minimum) Two (2) spaces per unit (maximum)
<u>—Residential unit in a mixed-use building</u>	<u>One (1) space per unit</u>
<u>3.</u>	Four (4) spaces for every 5 guest facilities, —plus one (1) space for the owner or —manager.
<u>4.</u> Rooming or boarding house	
B. INSTITUTIONS:	<u>NUMBER OF SPACES REQUIRED</u>
1. Welfare or correctional institution	One (1) space per five beds for patients or inmates.
2. Convalescent hospital, nursing	

¹ For residential uses, off-street parking includes the garage or carport area.

home, sanitarium, rest home, home for the aged. 3. Hospital 4. Child care facilities 5. <u>The uses listed above in the Downtown Overlay Zone or Downtown Riverfront Zone</u>	One (1) space per two beds for patients or residents. Two (2) spaces per patient bed. One (1) space per two employees; a minimum of two (2) spaces is required. <u>Zero (0) spaces</u> <u>No minimum parking requirement.</u>
C. PLACES OF PUBLIC ASSEMBLY 1. Church 2. Library; reading room 3. Pre-school nursery; kindergarten 3. Elementary or Junior High school 4. High School 5. College; commercial school for adults 6. Other auditoriums; meeting room 7. Place of public assembly without fixed seats	<u>NUMBER OF SPACES REQUIRED</u> One (1) space per four seats or eight (8) feet of bench length in the main auditorium. One (1) space per 400 square feet of floor area, plus one (1) space per two employees. Two (2) spaces per teacher. One and one-half (1 1/2) spaces per classroom, plus one (1) space per administrative employee. One and one-half (1 1/2) spaces per classroom, plus one (1) space per administrative employee, plus one (1) space for each six students. One and one-half (1 1/2) spaces per in classroom, plus one (1) space per five students the school is designed to accommodate. One (1) space per four seats or eight (8) feet of bench length. One (1) space per 100 square feet.

<u>8. The uses listed above in the Downtown Overlay Zone or Downtown Riverfront Zone</u>	<u>No minimum parking requirement.</u>
D. COMMERCIAL 1. All retail and service—oriented commercial uses. 2. Restaurants and bars. <u>3. Lodging</u> <u>—The uses listed in (D)(1) and (D)(2) in the Downtown Overlay Zone or Downtown Riverfront Zone Commercial uses, not including upper floor residential uses, in the Downtown Overlay Zone.</u> <u>3.—</u> <u>4. —4. Upper floor residential uses within a commercial building.</u>	<u>NUMBER OF SPACES REQUIRED</u> One (1) space per 500 square feet. One (1) space per 250 square feet. <u>One (1) stall per unit plus two (2) visitor parking stalls</u> <u>No minimum parking requirement.</u> <u>One (1) space per dwelling unit.</u>
E. INDUSTRIAL 1. Industrial uses, except warehousing. 2. Warehousing <u>3. Public utilities (gas, water, telephone, etc.), not including business offices.</u> <u>3.4. The uses listed above in the Downtown Overlay Zone and Downtown Riverfront Zone</u>	<u>NUMBER OF SPACES REQUIRED</u> One (1) space per 700 square feet gross floor area. One (1) space per 1,000 square feet of gross floor area. One (1) space per two employees on the largest shift, plus one (1) space per company vehicle; a minimum of two (2) spaces is required. <u>No minimum parking requirement.</u>
F. OTHER The number of parking spaces required for buildings and uses not specifically listed in	

this section shall be determined by the Planning Commission.	
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73.015 Loading Space

- A. Any building constructed, enlarged, altered, or subject to change of use in order to accommodate a commercial activity shall establish and maintain one or more loading spaces for commercial vehicles in accordance with the provisions of this chapter. Commercial and mixed-use buildings within the Downtown Overlay Zone and Downtown Riverfront Zone are exempt from this requirement.
- B. Each required loading space shall have a minimum width of 10 feet.
- C. Each required loading space shall have a minimum length of 22 feet.
- D. Each required loading space shall have access to a street or alley.
- E. Each required loading space shall have a surface of asphaltic concrete, Portland cement, or similar paving material.
- F. Number of loading spaces required:
 - 1. Each commercial building having a gross floor area of 4,000 square feet or less shall have at least one loading space.
 - 2. Each commercial building having a gross floor area greater than 4,000 square feet shall have at least two loading spaces.

73.020 General Requirements for Parking and Loading Areas

- A. Within the Mixed-Use Pedestrian Friendly Commercial Zones and the Downtown Riverfront Zone, parking requirements may be met by a combination of off-street and on-street parking.
- B. When allowed, on-street parking may be counted toward the minimum requirement when parking is allowed on both sides of the street and the proposed on-street parking is on the curb-face of the street edge abutting the subject land use, the space does not obstruct a required clear vision area, and the space does not violate any law or street standard.
 - 1. Each on-street parking space shall have at least twenty-two feet of uninterrupted and available curb space; provided that a lesser width may be allowed if the applicant suggests angled parking and the configuration is approved by the City of Independence.

2. Each on-street parking space counted toward the requirements for a specific use shall not be used exclusively by the use but shall be available to the general public at all times. Signs or other activities that limit the use of an on-street space by the general public are prohibited.

3. No on-street parking for a use may be counted along Main Street, Monmouth Street, or C Street.

C. Parking spaces and maneuvering areas shall be designed as depicted in the diagrams and tables in Section 73.040 below.

BD. ~~Any p~~Private or public parking areas shall be surfaced with asphaltic concrete, or an equivalent paved surface, and shall be adequately graded and drained as required by the City. Appropriate bumper guards or wheel barriers shall be installed 2.5 feet from a required yard or from a property line and 4.5 feet from any structure excluding a private garage.

GE. Lighting of parking and loading areas shall be directed entirely onto the loading or parking area, shall be deflected away from any residential use and shall not cast a glare or reflection onto any public street.

DE. The provision and maintenance of off-street parking and loading space shall be continuing obligation of the property owner. No building permit shall be issued until plans are presented that show property that is and will remain available for exclusive use as off-street parking or loading space. The subsequent use of the property for which the building permit is issued shall be conditional upon the unqualified continuance and availability of the amount of parking and loading space required by this ordinance.

EG. No owner or occupant of a lot or building shall change the use to which the lot or building is put, thereby increasing parking or loading requirements, until the required increase in off-street parking or loading is provided.

FH. Each off-street parking space for a dwelling shall ~~be located on the same lot with the dwelling. Other required parking space shall~~ be located no farther than 300 feet from the building or use that it is intended to serve, measured in a straight line from the building or use.

I. ~~G~~ Each required automobile parking space shall have access to a street or alley.

HJ. If more than one type of land use occupies a single structure or parcel of land, the total requirements for off-street parking shall be the sum of the requirements for all uses, unless it can be shown that the peak parking demands are actually less (i.e., the uses operate on different days or at

different times of the day). In that case, the total requirements shall be reduced accordingly.

~~JK.~~ Required parking facilities, including curb side pick-up facilities, for two (2) or more uses, structures, or parcels of land may be satisfied by the same parking facilities used jointly, to the extent that the owners or operators show that the need for parking facilities does not materially overlap (e.g., uses primarily of a daytime versus nighttime nature), and provided that the right of joint use is evidenced by a recorded deed, lease, contract, or similar written instrument establishing the joint use.

~~JL.~~ ~~Up to a maximum 25% of required parking facilities for uses, structures or parcels of land may be satisfied by creation and maintenance of a facility dedicated to transit oriented uses, such as carpool parking, park and ride parking and public transit stations and platforms. Uses in the Downtown Overlay Zone or Downtown Riverfront Zone or within ¼ mile of a MI Trolley or a Cherriots 40X stop shall be exempt from up to 25% of parking requirements.~~

~~KM.~~ Off-street parking areas shall be landscaped in accordance with the requirements found in Subchapter 54 (Buffering, Screening, Landscape and Ash Creek Setback Requirements) and/or the requirements of the underlying zone.

~~LN.~~ Internal Pedestrian Connections in Off-Street Parking Areas.

1. Internal pedestrian connections shall be provided in parking lots with greater than ten (10) spaces in all zones other than the Heavy Industrial (I) and Light Industrial (IL) Zones. The following standards shall apply to the lots:

- a. A continuous pedestrian walkway system shall extend throughout the development site and connect to adjacent sidewalks, if any, and to all future phases of the development, as applicable. If a walkway was articulated in the Downtown Parking Plan, a walkway may be provided in that location to help meet this requirement.
- b. Walkways shall be reasonably direct between pedestrian destinations and minimize crossings where vehicles operate.
- c. Pedestrian connections shall be a minimum of six (6) feet wide and distinguished from vehicular areas through changes in elevation and/or materials.
- d. The Americans with Disabilities Act (ADA) contains different and stricter standards for some walkways. The ADA applies to the

walkway that is the primary building entrance and walkways that connect transit stops and parking areas to building entrances. Where the ADA applies to a walkway, the stricter standards of ADA shall apply.

- MQ.** Vehicle parking spaces used for curb side pick-up shall be located off street, shall be clearly marked, and shall be in addition to the minimum vehicle parking spaces required for the associated use(s) based on the standards in IDC Section 73.010.

73.025 Parking of Bicycles

- A. All parking lots for public or industrial uses shall provide a minimum of one (1) bicycle parking space for every ten (10) vehicle parking spaces. Bicycle parking within the Mixed Use Pedestrian Friendly Commercial (MUPC) zone shall be provided at a minimum rate of two (2) spaces per business.
- B. Any apartment, dormitory, fraternity, sorority, student home, or other multiple-family residential structure having more than four (4) dwelling units or more than 12 residents shall provide a parking area for bicycles. The parking area shall be adequate to hold and permit the locking of one (1) bicycle for every two (2) dwelling units in the building or one (1) bicycle for every four (4) persons residing in the building, whichever requirement is less.
- C. Bicycle parking areas shall include the following:
 - 1. A sheltered area having direct access to an adjacent sidewalk or parking area. The bicycle parking areas need not be fully enclosed, but shall provide shelter from precipitation.
 - 2. A parking surface of asphaltic concrete, Portland cement, or similar hard-surface paving material.
 - 3. Racks, frames, posts, or other devices of metal, concrete, wood, or other durable material.
- D. The requirements of Section 73.025 do not apply to single family, two-family, and three-family housing (attached, detached, or manufactured housing), home occupations, agriculture and livestock uses, or other developments with less than ten (10) vehicle parking spaces.

73.030 Areas Exempt from Certain Parking Requirements

Sections 73.010, 73.015 and 73.020 shall not apply to changes of use in existing commercial structures or any new commercial structure of less than 6,000 gross square

feet of floor area lying within the Downtown Overlay Zone.

73.035 Access To State Highways.

Access to State Highways is granted by the Oregon Department of Transportation (ODOT). A change of use to which the lot or building is put may require amending an existing highway approach permit.

73.040 Parking Standards

73.040 Minimum Off-Street Parking Area Dimensions							
Parking Angle (a)	Type of Space	Stall Width (b)	Stall to Curb (c)	Aisle Width ^{1,2} (d)	Curb Length (e)	Front of Stall to Front of Stall (f)	Overlap Front of Stall to Front of Stall (g)
Parallel	Compact	8'0"	8.0	12.0	22.0	28.0	-
	Standard	8'0"	8.0	12.0	22.0	28.0	-
20°	Compact	9'0"	12.6	11.0	26.3	36.2	28.7
	Standard	9'6"	15.5	11.0	27.8	42.0	33.1
		10'0"	15.9	11.0	19.2	42.8	33.4
30°	Compact	9'0"	14.4	11.0	18.0	39.8	32.9
	Standard	9'0"	17.3	11.0	18.0	45.6	37.8
		9'6"	17.8	11.0	19.0	46.6	38.4
		10'0"	18.2	11.0	20.0	47.4	38.7
40°	Compact	9'0"	15.8	12.0	14.0	43.6	37.5
	Standard	9'0"	19.1	12.0	14.0	50.2	43.3
		9'6"	19.5	12.0	14.8	51.0	43.7
		10'0"	19.9	12.0	15.6	51.8	44.1
45°	Compact	9'0"	16.3	13.5	12.7	46.1	40.5
	Standard	9'0"	19.8	13.0	12.7	52.6	46.2
		9'6"	20.1	13.0	13.4	53.2	46.5
		10'0"	20.5	13.0	14.1	54.0	46.9
50°	Compact	9'0"	16.6	15.5	11.7	48.7	43.6
	Standard	9'0"	20.4	15.0	11.7	55.8	50.0
		9'6"	20.7	15.0	12.4	56.4	50.3
		10'0"	21.0	15.0	13.1	57.0	50.6
60°	Compact	9'0"	17.0	18.5	10.4	52.5	48.5
	Standard	9'0"	21.0	18.0	10.4	60.0	55.7
		9'6"	21.2	18.0	11.0	60.4	55.6
		10'0"	21.5	18.0	11.5	61.0	56.0
70°	Compact	9'0"	16.8	19.5	9.6	53.1	50.4
	Standard	9'0"	21.0	19.0	9.6	61.0	57.9
		9'6"	21.2	18.5	10.1	60.9	57.7
		10'0"	21.2	18.0	10.6	60.4	57.0
80°	Compact	9'0"	16.2	22.0	9.1	54.4	55.0
	Standard	9'0"	20.3	24.0	9.1	64.3	62.7
		9'6"	20.4	24.0	9.6	64.4	62.7
		10'0"	20.5	24.0	10.2	65.0	63.3
90°	Compact	9'0"	15.0	22.0	9.0	52.0	-
	Standard	9'0"	19.0	24.0	9.0	62.0	-
		9'6"	19.0	24.0	9.5	62.0	-
		10'0"	19.0	24.0	10.0	62.0	-

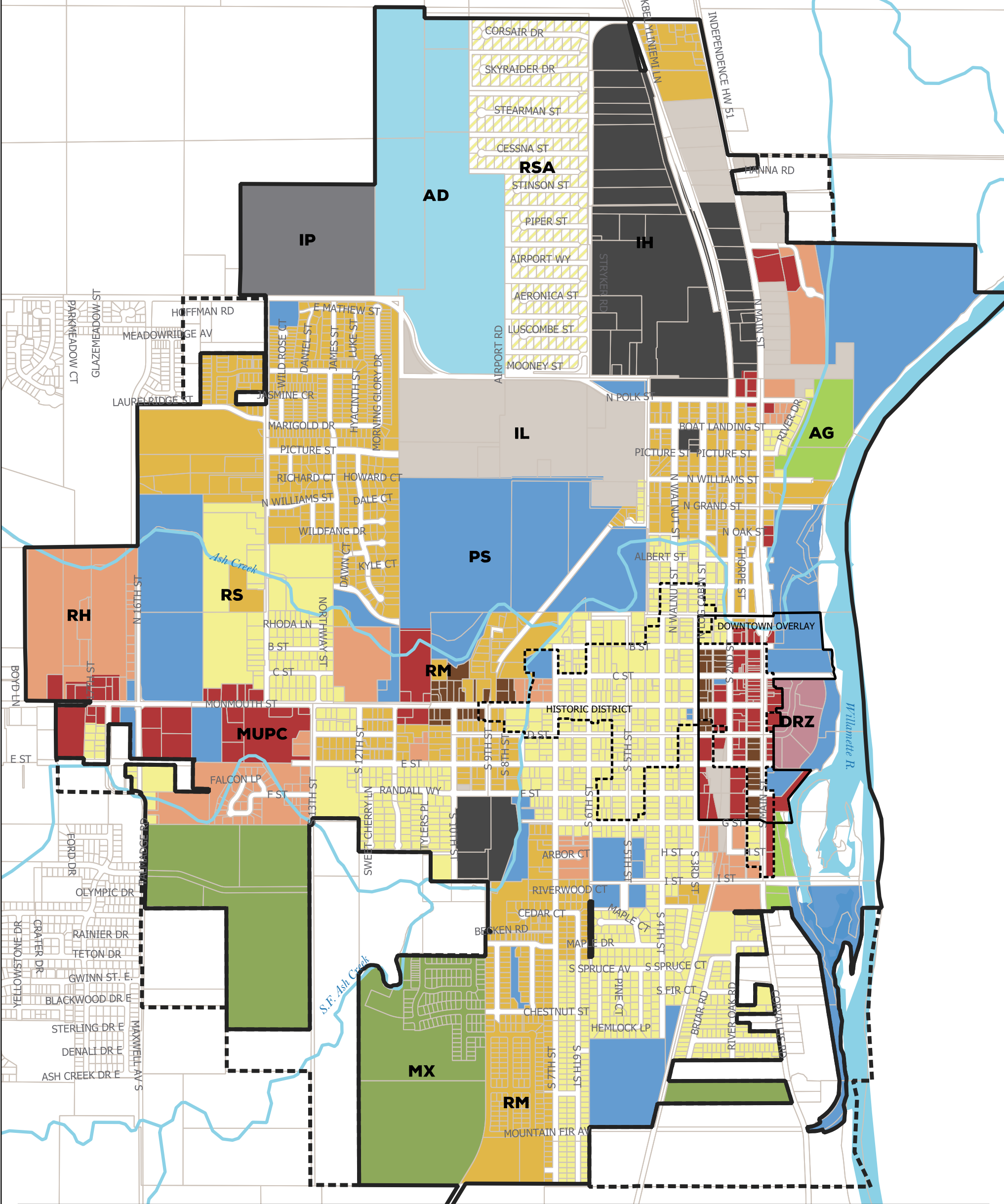
- Notes:
- (1) For two-way circulation, the width of an aisle shall be a minimum of 22-feet.
 - (2) The width of an aisle serving both standard and compact parking spaces 80 degrees

or more shall be a minimum of 24-feet

- Small car spaces may be provided on the following basis:
 - 10 or more total spaces required 20% of total.
 - 3-9 total spaces required 2 spaces.
 - 4-7 total spaces required 1 space.
 - 1-3 total spaces required 0 spaces.
 - Spaces shall be identified by a sign "Small Car Only" and painted
- No portion of a parking space or aisle shall be located in a required landscaped yard.
- The minimum driveway length between a dwelling and the edge of the sidewalk shall be 19 feet.
- The maximum allowable driveway width is 24 feet per dwelling at the street.



CITY OF INDEPENDENCE ZONING MAP



LEGEND

ZONE

- | | | |
|---|---|-----------------------|
| Low-Density Residential (RS) | Mixed-Use Pedestrian Friendly Commercial (MUPC) | Agricultural (AG) |
| Medium-Density Residential (RM) | MUPC-Transitional (MUPC-T) | Public Service (PS) |
| High-Density Residential (RH) | Downtown Riverfront Zone (DRZ) | City Limits |
| Residential Single-Family Airpark Overlay (RSA) | Light Industrial (IL) | Urban Growth Boundary |
| Mixed Residential (MX) | Heavy Industrial (IH) | Downtown Overlay |
| | Industrial Park (IP) | Historic District |
| | Airport District (AD) | |

SUBCHAPTER 33: MIXED USE PEDESTRIAN FRIENDLY COMMERCIAL (MUPC) ZONE & DOWNTOWN OVERLAY ZONE

...

33.030 Commercial Development Standards

...

E. Site Landscaping

Site landscaping shall be provided as specified in Subchapter 54.

F. Parking and Access

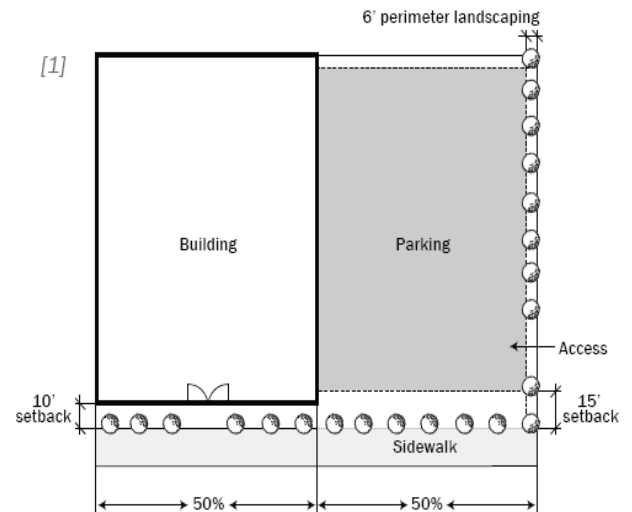
1. Parking shall be prohibited between the front of the building and the street. Except along Main Street, parking may be allowed on the side of the building provided that:

a. The parking is set back a minimum of ten (10) feet and a maximum of 15 feet from the front property line, corresponding with the front setback. In no instance shall parking extend in front of the building setback.

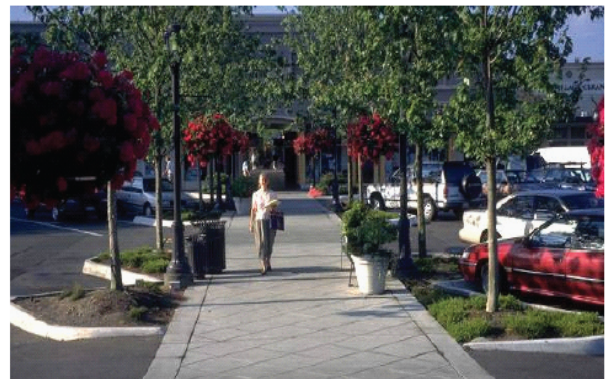
b. The parking area does not exceed 50% of the total frontage of the site.

2. Off-street parking areas shall be developed in accordance with the requirements found in Subchapter 73.

3. Off-street parking areas must be landscaped per the Parking Lot Landscaping Standards found in IDC Section 54.205(B).



[2]



Parking and Access. Parking is prohibited between the front of the building and the street in order to create a more cohesive and continuous pedestrian experience [1] Parking may be located to the side if it does not exceed 50% of the total site frontage [2] Clearly marked, attractive, safe pedestrian paths through parking lots should be provided to reduce conflicts with automobiles.

4. Internal pedestrian connections shall be provided in parking lots with greater than ten (10) spaces per the requirements of IDC 73.020(N)..
5. Heavy trucks shall be allowed along Main Street and Monmouth Street provided that they service the business from the alley or side street where possible.

SUBCHAPTER 34: DOWNTOWN RIVERFRONT ZONE

34.040 Development Standards

- A. Purpose and Applicability: The Development Standards include required land use regulations that guide how sites and buildings can be developed. The standards are intended to encourage a similar pedestrian orientation as that found downtown while remaining accessible to automobiles.
- B. Standards: The Development Standards include three (3) main topics. The topics reflect the manner in which buildings are designed and developed.
1. Topic 1, "SITE" specifies the key development standards that impact the potential use and dimensions of the site.
 2. Topic 2, "HEIGHT/BUILDING MASSING", specifies the development standards that impact the potential height and building massing.
 3. Topic 3, "ARCHITECTURAL FEATURES", specifies development standards that require architectural details to the building.

TOPIC 1: SITE

A. Density Requirements

1. A minimum average density of nine (9) dwelling units per net acre
2. Lot Coverage: The following lot coverage standards apply:
 - a. For commercial, residential and mixed-commercial/residential development: Minimum of 50%.

B. Setbacks shall be provided as follows:

1. Commercial Buildings:
 - a. Front: Between 0 and 20 feet
 - b. Side: No requirement.
 - c. Back: No requirement.
2. Lodging Buildings:
 - a. Front: Between 0 and 30 feet
 - b. Side: 5 feet minimum, no maximum
 - c. Back: No requirement
3. Attached single-family dwellings (townhouses and rowhouses):
 - a. Front: Between 0 and 25 feet. Attached garages shall be set back 19-21 feet. In no case shall attached garages be set back less than 4 feet from the façade of the dwelling unit.

- b. Side: end units shall set back 5 feet.
 - c. Back: No requirement
- 4. Multiple-family dwellings:
 - a. Front: Between 0 and 20 feet
 - b. Side: 5 feet minimum, no maximum
 - c. Back: No requirement
- C. Build-to Line: In the Downtown Riverfront Zone, 40% of the overall development length of a building shall be placed along a build-to-line located at the front edge of the setback. This standard applies to multiple buildings on a single lot.
- D. Standards for Drive-Through Facilities: Drive-in and drive-through facilities are prohibited within the Downtown Riverfront.
 - 1. Exceptions: Lodging uses are allowed to provide temporary short-term covered parking to allow for pick-up/drop-off and brief transactions.
- E. Parking shall be provided as required in Subchapter 73.:
- F. Bike Parking:
 - 1. For commercial and lodging uses, provide 1 parking space for every 10 vehicle parking spaces.
 - 2. For residential uses, provide an interior secure bike parking area at the rate of 1 space for every 4 units. Additionally, provide 1 exterior bike rack spaces for every 10 residential units.
 - 3. Locate exterior bike parking within 50 feet of main residential and commercial entries for each building.
 - 4. Exterior bike parking areas shall paved with hard surface materials.
 - 5. Exterior bike racks, frames, posts, or other devices shall be durable and made of metal or concrete.
- G. Parking and Access
 - 1. Parking shall be prohibited between the front of the building and the street.
 - a. Exception: For townhouses or rowhouses, one parking stall per unit may be allowed, so long as it complies with the setbacks in IDC 34.040 Topic 1(B).
 - 2. Internal pedestrian connections shall be provided in parking lots with greater than ten (10) spaces per the requirements in IDC 73.020(N).

- I. Off-Street Parking Lot Landscaping: The landscape standards in IDC 54.205(B) shall apply to off-street parking lots.

TOPIC 2: HEIGHT/BUILDING MASSING

- A. Height: No building height shall exceed three (3) stories or 40 feet in height.

1. Exceptions:

- a. Rooftop penthouses, equipment and stair towers for roof access or rooftop decks may extend up to 52 feet in total height from the ground floor.
- b. Buildings containing lodging uses shall not exceed four (4) stories or 55 feet in height.
- c. Equipment and stair towers for roof access or rooftop decks may extend up to 67 feet in total height from the ground floor for buildings containing lodging uses.

- B. Main Entrance/Front Door: A direct pedestrian connection shall be provided from the main entrance on the front facade of the building to the sidewalk.

C. Ground Floor Windows:

1. Commercial/Lodging Uses: Transparent windows shall be required along a minimum of 50% of the length of the ground-level street-facing façade and 60% of the overall ground floor street-facing wall area, defined as the first floor of a building that is used and directly accessible from the exterior finished grade.
2. Residential Uses and the Non-Street Facing Walls of Commercial/Lodging Uses: On other facades, provide windows along 25% of the length of the facade and 20% of the overall façade area. The back of the building has no windows requirement.
3. Commercial doors facing the street shall consist of a minimum of 40% transparent glazing. No glazing is required for ground floor doors in residential uses.

- D. Exterior Display: The following exterior activities shall be allowed in the proposed Downtown Riverfront Zone, provided that they leave a five (5) foot clear pedestrian path for unrestricted movement and are an extension of the interior use:

1. Outdoor eating or gathering
2. Outdoor produce markets and flower stands
3. Temporary displays of merchandise or wares (limited in duration to one

week).

TOPIC 3: ARCHITECTURAL FEATURES

A. Roof Forms: There is no requirement for either flat or sloped roofs other than they meet the following standard of design:

1. For flat roofed buildings:
 - a. Parapets shall be a minimum of two (2) feet in height.
 - b. Cornices shall meet the following requirements:
 - i. The top of the cornice is a minimum of six (6) inches from the face of the building and the base of the cornice is a minimum of two (2) inches from the face of the building
 - ii. The total height of the cornice on buildings 15 feet or less is a minimum of 12 inches, on buildings between 15 and 30 feet is a minimum of 18 inches, and on buildings taller than 30 feet is a minimum of 24 inches.
2. For pitched roofed buildings:
 - a. Sloped roofs should be between 3:1 and 1:1.
 - b. Eaves should overhang a minimum of 12 inches.

B. Building and Parking Lot Lighting

1. Colored light bulbs and internally lit awnings or canopies shall be prohibited for buildings and within parking lots, except for temporary holiday displays.
2. The following standards shall apply to lighting on buildings and within parking lots:
 - a. Building lighting shall be integrated with the architecture.
 - b. Parking lot lighting shall emit on average 0.6-to-0.8-foot candles and shall not exceed an average height of 30 feet.
 - c. Interior display windows shall be designed to be illuminated in evening hours, with provisions for reduced illumination late in the evening.

...

SUBCHAPTER 54: BUFFERING, SCREENING, LANDSCAPE AND ASH CREEK SETBACK REQUIREMENTS

54.005 Applicability.

A. All subject properties developed within the city are required to be buffered, screened and landscaped in accordance with the provisions of this Subchapter. All planting materials, species, sizes and installation details shall be in substantial conformance with the Independence Urban Forestry Management Plan. The requirements of this subchapter are in addition to any yard setback requirements or other requirements contained in the zoning or city code.

B. Development shall mean land use, limited land use, building permit, or development permit applications of any kind or the erection, construction or exterior remodeling of buildings, structures, parking lots and streets and roads in all zones, except for single-family dwellings or duplexes in residential zones.

C. Maintenance. Property owners are required to maintain the buffered, screened or landscaped areas including necessary watering, weeding, pruning, and mowing. Trees and shrubs may be trimmed or removed for health or safety reasons but shall be replaced with suitable landscaping materials.

D. Irrigation. All landscaped areas shall be irrigated by an underground system except for dwelling structures containing less than four units or unless a licensed landscape architect certifies that the landscaping will likely survive without irrigation. Suitable watering facilities or irrigation systems must be included in or near all planted areas.

E. Site Improvements. The property owner is responsible for the maintenance of the site improvements including re-stripping parking stalls and ensuring the preservation of the clear vision area.

F. Submission of landscape plans. Landscape plans, including any required buffering and screening, shall be submitted and reviewed as part of the Site Design Review application process (see Subchapter 80).

G. Alternative Plans. The requirements of this ordinance may be reduced or eliminated when the following alternative means of providing the required landscaping exist:

1. Existing Screening. Where the abutting use has provided buffering in compliance with this section, no further buffering or screening need be provided.

2. In lieu of these standards, the property owner may submit a detailed plan and specifications for landscaping and screening, as part of a Site Design Review application, including plantings, fences, walls, walks

and other features designed to afford the degree of desired buffering. The city shall review the alternative plan based on standards contained in this subchapter.

H. Permit Issuance.

1. Occupancy permits may be issued prior to the complete installation of all required landscaping if security equal to 120% of the cost of plant materials and labor as determined by the approval authority is filed with the city assuring such installation within a time specified by the City, but not exceeding six months after occupancy.

2. Security may consist of a faithful performance bond payable to the city, cash, certified check, time certificate, or deposit, or assignment of savings account and the form shall meet with approval of the City Attorney.

3. If the installation of the landscaping is not completed within the period specified by the City, the security may be used by the city to complete the installation. Upon completion of the installation, any portion of the remaining security deposited with the city shall be returned. The final landscape inspection shall be made prior to any security being returned. Any portions of the plan not installed, not properly installed, or not properly maintained shall cause the inspection to be postponed until the project is completed or cause the security to be used by the city.

54.010 Buffering and Screening Requirements.

A. A buffer consists of a horizontal distance adjacent to the property line, which may only be occupied by screening, utilities and landscaping materials.

B. Buffering shall be used to mitigate adverse visual impacts, dust, noise or pollution, and to provide for compatibility between dissimilar adjoining uses. Where buffering is determined to be necessary, one of the following buffering alternatives shall be employed:

1. Planting Area: Width not less than fifteen (15) feet, planted with the following materials:

a. at least one row of deciduous or evergreen trees staggered and spaced not more than fifteen (15) feet apart;

b. at least one row of evergreen shrubs which will grow to form a continuous hedge at least five (5) feet in height within one (1) year of planting; and

c. lawn, low-growing evergreen shrubs or evergreen ground cover covering the balance of the area.

2. Berm Plus Planting Area: Width not less than ten (10) feet, developed in accordance with the following standards:

a. Berm form should not slope more than forty (40) percent (1:2.5) on the side away from the area screened from view. The slope for the other side (screened area) may vary.

b. A dense evergreen hedge shall be located so as to most effectively buffer the proposed use.

3. Wall Plus Planting Area: Width must not be less than five (5) feet developed in accordance with the following standards:

a. a masonry wall or fence not less than five (5) feet in height; and

b. lawn, low-growing evergreen shrubs, and evergreen ground cover covering the balance of the area.

4. Other methods which produce an adequate buffer considering the nature of the impacts to be mitigated, may be used, as approved by the Planning Commission.

C. Screening shall be used to eliminate or reduce the visual impacts of the following:

1. service areas and facilities, including garbage and waste disposal containers, recycling bins and loading areas;

2. outdoor storage and outdoor display areas;

3. parking areas of 6 or more vehicles for a multiple-family, mixed-use or commercial development, when the parking is directly adjacent to a single-family home, duplex, townhouse, or residential zone and the screening can be used to screen the adjacent residential use from the parking area.

4. parking areas for 30 or more vehicles for industrial uses;

5. at and above-grade electrical and mechanical equipment, such as transformers, heat pumps, and air conditioners; and

6. any other area or use as required by this Ordinance.

D. Screening may be accomplished by the use of sight-obscuring plant materials (generally evergreens), earth berms, walls, fences, building parapets, building placement or other design techniques.

E. When a required buffer is adjacent to a street, the required fence structures shall be located so that the landscaped portion of the buffer is oriented toward the right-of-way.

F. All mechanical equipment on roofs shall be screened when abutting a residentially designated property or an arterial street. Screening shall obscure mechanical equipment at elevation. Solar collecting panels are exempt from this requirement.

54.015 Types of Landscaping Required. Required landscaping within the buffer shall consist of the following:

A. Shade Trees. Deciduous trees capable of at least 25 feet in height and spread at maturity, and not less than ten feet high and 1.5" caliper in size at the time of planting.

B. Evergreen Shrubs. Evergreens not less than two feet high and one-gallon size at the time of planting.

C. Ground cover consisting of lawn, low-growing evergreen shrubs, evergreen ground cover, organic mulch or rock mulch covering the balance of the property.

54.105 Setbacks Required.

A. There shall be a 25' greenway setback required along the banks of Ash Creek. The 25' shall begin at the top of the bank or at the high water mark, whichever is higher. There shall be no development within the required setbacks.

B. Development for the purposes of this Subsection 54.105 means to construct or alter a structure, to erect a fence, to conduct a mining operation, to conduct filing, grading, paving, excavation or drilling operations, to make a physical change in the use of land, or to create or terminate rights of access. Development does not include placement of public or private bridges.

C. There shall be no affirmative duty to plant trees, shrubs or vegetation along said setback, although property owners shall be liable for nuisances created in any failure to maintain their property in a manner so as not to interfere with the health, safety and general welfare of the general public.

D. Nothing in this subsection shall prevent landscaping; reasonable emergency procedures necessary for the safety or protection of property; maintenance

and repair usual and necessary for the continuation of an existing use; or repair or maintenance of existing structure, provided that such activities are conducted in conjunction with uses already existing on the same property and that they are accomplished in a manner compatible with the purpose of this subsection.

E. This subsection does not give the general public any rights of access across private property that does not otherwise already exist or may hereafter be granted by said private property owners.

54.205 Landscaping Requirements.

The following areas shall be landscaped in accordance with the requirements listed below. These requirements may be used in conjunction with the buffering and screening requirements listed in 54.010 above. The requirements in this subsection are not applicable to manufactured dwelling parks, which are regulated by Subchapter 61 of the Independence Development Code.

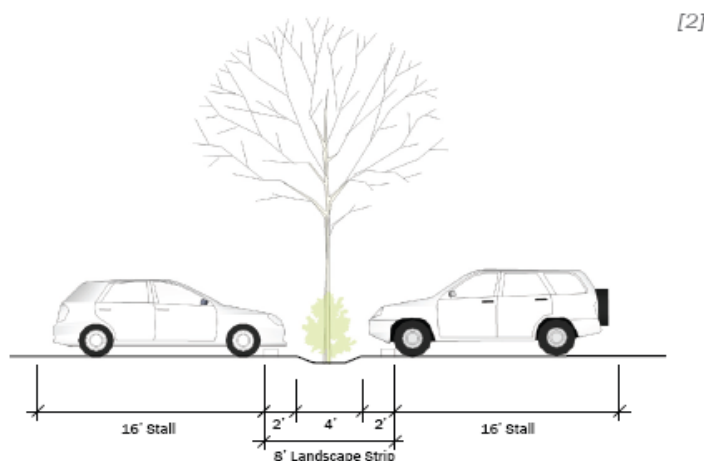
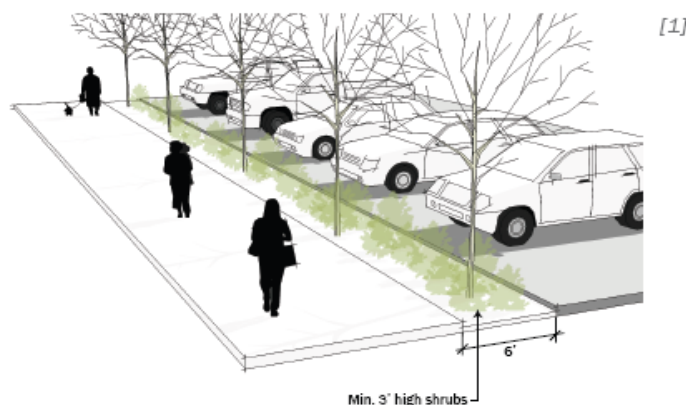
A. Site Landscaping Standards

1. Multiple-family residential developments or dwelling structures containing three (3) or more units:
 - a. A minimum of 20% of the gross site shall be landscaped. Landscaped areas may include ground cover, shrubs and trees for foundation planting, entrance plantings, parking island and perimeter plants.
 - b. Each ground level unit, excluding manufactured homes, shall have an accessible outdoor private space of not less than 48 square feet in area. The area shall be enclosed, screened or otherwise designed to provide privacy for unit residents.



Site Landscaping. [1] A minimum of 15% of the site for commercial, industrial and mixed use developments should be landscaped. A minimum of 20% of the site for multi-family developments should be landscaped. [2] Up to one-third of the landscape may be hardscape such as a walkway, plaza, or small gathering area [3] Whenever possible, stormwater detention and retention facilities should be incorporated into the landscape.

- c. The standard in IDC 54.205(A)(1)(a) shall not apply in the Mixed-Use Pedestrian Friendly Commercial Zones or the Downtown Riverfront Zone.
2. Commercial, Industrial and Mixed-Use Developments:
 - a. A minimum of 15% of the gross site area is required to be landscaped.
 - b. The standard in IDC 54.205(B)(1) shall not apply in the Mixed-Use Pedestrian Friendly Commercial Zones or the Downtown Riverfront Zone.
3. Landscape Requirements. For developments that require a set percentage of the site to be landscaped:
 - a. Landscaping shall be provided in the form of a dedicated landscape zone that has at a minimum a rate of one (1) tree and three (3) shrubs per every 400 square feet of contiguous open space. Remaining area within the 400 square foot open space area shall be planted with ground cover, including grass, that fills the area after three (3) years.
 - b. Up to 30% of the landscaping requirement for the site may be dedicated to hardscape – walkways, plazas and small gathering areas. Every attempt shall be made to use permeable materials such as grasscrete, gravel, or previous asphalt.
4. Requirements for Additions.
 - a. Any addition to or expansion of an existing structure that falls within the standards in IDC 54.205(A) shall provide landscaping for the addition. To determine the amount of landscaping necessary, the applicant shall calculate the total



Off-Street Parking Lot Landscaping. Parking lot appearance and functionality can be improved by [1] a minimum perimeter setback of 6 feet with ground cover, shade trees, and shrubs that are a minimum of 3 feet high [2] internal landscaping strips that are a minimum of 8 feet wide [3] and stormwater detention and retention landscaping that reduces run-off while also providing a buffer between parking and pedestrians.

area that will be covered by new impervious surfaces (whether parking spaces, loading areas or building footprint) and multiply the total by the proportion of landscaping required.

- b. Landscaping to be installed for an addition or expansion may be spread over the entire site (original and addition or expansion projects) with the approval of the City.

B. **Parking Lot Landscaping Standards.** Parking lots that contain over ten (10) parking spaces are required to use curbed islands and landscape strips consisting of plantings therein to break up parking areas. The following landscape standards shall apply to off-street parking lots:

1. **Perimeter landscaping**

- a. In all parking lots a minimum perimeter of six (6) feet shall be landscaped within the front and side yard setbacks to buffer the parking lot. Provided that, for parking lots with 20 or fewer parking spaces, the perimeter landscaping shall only be required next to an adjacent street. The six (6) foot wide strip shall be landscaped with:
 - i. Noninvasive ground cover (including grass),
 - ii. Shrubs that are a minimum of three (3) feet high after two (2) years and form a continuous screen, and
 - iii. Approved street trees that are a minimum a 2.5" caliper and are planted at a rate of one (1) every 25 feet.
- b. A three (3) foot high wall or planter constructed of either concrete or masonry may be substituted for ground cover or shrubs to screen the sidewalk from parking.

2. **Interior landscaping.** In parking lots that have more than ten (10) parking spaces, there shall be a minimum of 150 square feet of landscaping per every ten (10) spaces that includes two (2) shade trees for every ten (10) spaces. Any extra landscaping used along the perimeter of a parking lot or used for parking lot screening (per IDC 54.010(C)) can be used to help meet this requirement.

54.300 Appeal. The property owner may appeal a decision based on the requirements of this subchapter to the planning commission in accordance with the appeal procedures contained in Subchapter 11 of the Independence zoning code.

54.505 Severability. The sections of this ordinance are severable. The invalidity of a section shall not affect the validity of the remaining sections.

SUBCHAPTER 73: PARKING

73.005 Parking Areas Required

Any building constructed, enlarged, altered or subject to a change of use shall establish and maintain parking areas in accordance with the provisions of this chapter.

73.010 Required Number of Parking Spaces

The number of parking spaces required for any building or land use shall be determined from the following table.

A. RESIDENTIAL USES¹: - All residential zones - Multiple-family or attached dwellings - Residential unit in a mixed-use building - Rooming or boarding house	<u>NUMBER OF SPACES</u> One (1) space per unit (minimum) Three (3) spaces per unit (maximum) One (1) space per unit (minimum) Two (2) spaces per unit (maximum) One (1) space per unit Four (4) spaces for every 5 guest facilities, plus one (1) space for the owner or manager.
B. INSTITUTIONS: - Welfare or correctional institution - Convalescent hospital, nursing home, sanitarium, rest home, home for the aged. - Hospital - Child care facilities - The uses listed above in the	<u>NUMBER OF SPACES REQUIRED</u> One (1) space per five beds for patients or inmates. One (1) space per two beds for patients or residents. Two (2) spaces per patient bed. Zero (0) spaces No minimum parking requirement.

¹ For residential uses, off-street parking includes the garage or carport area.

Downtown Overlay Zone or Downtown Riverfront Zone	
C. PLACES OF PUBLIC ASSEMBLY 1. Church 2. Library; reading room 3. Elementary or Junior High school 4. High School 5. College; commercial school for adults 6. Other auditoriums; meeting room 7. Place of public assembly without fixed seats 8. The uses listed above in the Downtown Overlay Zone or Downtown Riverfront Zone	<u>NUMBER OF SPACES REQUIRED</u> One (1) space per four seats or eight (8) feet of bench length in the main auditorium. One (1) space per 400 square feet of floor area, plus one (1) space per two employees. One and one-half (1 1/2) spaces per classroom, plus one (1) space per administrative employee. One and one-half (1 1/2) spaces per classroom, plus one (1) space per administrative employee, plus one (1) space for each six students. One and one-half (1 1/2) spaces per in classroom, plus one (1) space per five students the school is designed to accommodate. One (1) space per four seats or eight (8) feet of bench length. One (1) space per 100 square feet. No minimum parking requirement.
D. COMMERCIAL 1. All retail and service-oriented commercial uses. 2. Restaurants and bars.	<u>NUMBER OF SPACES REQUIRED</u> One (1) space per 500 square feet. One (1) space per 250 square feet.

3. Lodging 4. The uses listed in (D)(1) and (D)(2) in the Downtown Overlay Zone or Downtown Riverfront Zone	One (1) stall per unit plus two (2) visitor parking stalls No minimum parking requirement.
E. INDUSTRIAL 1. Industrial uses, except warehousing. 2. Warehousing 3. Public utilities (gas, water, telephone, etc.), not including business offices. 4. The uses listed above in the Downtown Overlay Zone and Downtown Riverfront Zone	<u>NUMBER OF SPACES REQUIRED</u> One (1) space per 700 square feet gross floor area. One (1) space per 1,000 square feet of gross floor area. One (1) space per two employees on the largest shift, plus one (1) space per company vehicle; a minimum of two (2) spaces is required. No minimum parking requirement.
F. OTHER The number of parking spaces required for buildings and uses not specifically listed in this section shall be determined by the Planning Commission.	

73.015 Loading Space

- A. Any building constructed, enlarged, altered, or subject to change of use in order to accommodate a commercial activity shall establish and maintain one or more loading spaces for commercial vehicles in accordance with the provisions of this chapter. Commercial and mixed-use buildings within the Downtown Overlay Zone and Downtown Riverfront Zone are exempt from this requirement.
- B. Each required loading space shall have a minimum width of 10 feet.
- C. Each required loading space shall have a minimum length of 22 feet.

- D. Each required loading space shall have access to a street or alley.
- E. Each required loading space shall have a surface of asphaltic concrete, Portland cement, or similar paving material.
- F. Number of loading spaces required:
 - 1. Each commercial building having a gross floor area of 4,000 square feet or less shall have at least one loading space.
 - 2. Each commercial building having a gross floor area greater than 4,000 square feet shall have at least two loading spaces.

73.020 General Requirements for Parking and Loading Areas

- A. Within the Mixed-Use Pedestrian Friendly Commercial Zones and the Downtown Riverfront Zone, parking requirements may be met by a combination of off-street and on-street parking.
- B. When allowed, on-street parking may be counted toward the minimum requirement when parking is allowed on both sides of the street and the proposed on-street parking is on the curb-face of the street edge abutting the subject land use, the space does not obstruct a required clear vision area, and the space does not violate any law or street standard.
 - 1. Each on-street parking space shall have at least twenty-two feet of uninterrupted and available curb space; provided that a lesser width may be allowed if the applicant suggests angled parking and the configuration is approved by the City of Independence.
 - 2. Each on-street parking space counted toward the requirements for a specific use shall not be used exclusively by the use but shall be available to the general public at all times. Signs or other activities that limit the use of an on-street space by the general public are prohibited.
 - 3. No on-street parking for a use may be counted along Main Street, Monmouth Street, or C Street.
- C. Parking spaces and maneuvering areas shall be designed as depicted in the diagrams and tables in Section 73.040 below.
- D. Private or public parking areas shall be surfaced with asphaltic concrete, or an equivalent paved surface, and shall be adequately graded and drained as required by the City. Appropriate bumper guards or wheel barriers shall be installed 2.5 feet from a required yard or from a property line and 4.5 feet from any structure excluding a private garage.

- E. Lighting of parking and loading areas shall be directed entirely onto the loading or parking area, shall be deflected away from any residential use and shall not cast a glare or reflection onto any public street.
- F. The provision and maintenance of off-street parking and loading space shall be continuing obligation of the property owner. No building permit shall be issued until plans are presented that show property that is and will remain available for exclusive use as off-street parking or loading space. The subsequent use of the property for which the building permit is issued shall be conditional upon the unqualified continuance and availability of the amount of parking and loading space required by this ordinance.
- G. No owner or occupant of a lot or building shall change the use to which the lot or building is put, thereby increasing parking or loading requirements, until the required increase in off-street parking or loading is provided.
- H. Each off-street parking space for a dwelling shall be located no farther than 300 feet from the building or use that it is intended to serve, measured in a straight line from the building or use.
- I. Each required automobile parking space shall have access to a street or alley.
- J. If more than one type of land use occupies a single structure or parcel of land, the total requirements for off-street parking shall be the sum of the requirements for all uses, unless it can be shown that the peak parking demands are actually less (i.e., the uses operate on different days or at different times of the day). In that case, the total requirements shall be reduced accordingly.
- K. Required parking facilities, including curb side pick-up facilities, for two (2) or more uses, structures, or parcels of land may be satisfied by the same parking facilities used jointly, to the extent that the owners or operators show that the need for parking facilities does not materially overlap (e.g., uses primarily of a daytime versus nighttime nature), and provided that the right of joint use is evidenced by a recorded deed, lease, contract, or similar written instrument establishing the joint use.
- L. Uses in the Downtown Overlay Zone or Downtown Riverfront Zone or within ¼ mile of a MI Trolley or a Cherrits 40X stop shall be exempt from up to 25% of parking requirements.
- M. Off-street parking areas shall be landscaped in accordance with the requirements found in Subchapter 54 (Buffering, Screening, Landscape

and Ash Creek Setback Requirements) and/or the requirements of the underlying zone.

N. Internal Pedestrian Connections in Off-Street Parking Areas.

1. Internal pedestrian connections shall be provided in parking lots with greater than ten (10) spaces in all zones other than the Heavy Industrial (I) and Light Industrial (IL) Zones. The following standards shall apply to the lots:

- a. A continuous pedestrian walkway system shall extend throughout the development site and connect to adjacent sidewalks, if any, and to all future phases of the development, as applicable. If a walkway was articulated in the Downtown Parking Plan, a walkway may be provided in that location to help meet this requirement.
- b. Walkways shall be reasonably direct between pedestrian destinations and minimize crossings where vehicles operate.
- c. Pedestrian connections shall be a minimum of six (6) feet wide and distinguished from vehicular areas through changes in elevation and/or materials.
- d. The Americans with Disabilities Act (ADA) contains different and stricter standards for some walkways. The ADA applies to the walkway that is the primary building entrance and walkways that connect transit stops and parking areas to building entrances. Where the ADA applies to a walkway, the stricter standards of ADA shall apply.

O. Vehicle parking spaces used for curb side pick-up shall be located off street, shall be clearly marked, and shall be in addition to the minimum vehicle parking spaces required for the associated use(s) based on the standards in IDC Section 73.010.

73.025 Parking of Bicycles

- A. All parking lots for public or industrial uses shall provide a minimum of one (1) bicycle parking space for every ten (10) vehicle parking spaces. Bicycle parking within the Mixed Use Pedestrian Friendly Commercial (MUPC) zone shall be provided at a minimum rate of two (2) spaces per business.
- B. Any apartment, dormitory, fraternity, sorority, student home, or other multiple-family residential structure having more than four (4) dwelling units or more than 12 residents shall provide a parking area for bicycles.

The parking area shall be adequate to hold and permit the locking of one (1) bicycle for every two (2) dwelling units in the building or one (1) bicycle for every four (4) persons residing in the building, whichever requirement is less.

C. Bicycle parking areas shall include the following:

1. A sheltered area having direct access to an adjacent sidewalk or parking area. The bicycle parking areas need not be fully enclosed, but shall provide shelter from precipitation.
2. A parking surface of asphaltic concrete, Portland cement, or similar hard-surface paving material.
3. Racks, frames, posts, or other devices of metal, concrete, wood, or other durable material.

D. The requirements of Section 73.025 do not apply to single family, two-family, and three-family housing (attached, detached, or manufactured housing), home occupations, agriculture and livestock uses, or other developments with less than ten (10) vehicle parking spaces.

73.030 Areas Exempt from Certain Parking Requirements

Sections 73.010, 73.015 and 73.020 shall not apply to changes of use in existing commercial structures or any new commercial structure of less than 6,000 gross square feet of floor area lying within the Downtown Overlay Zone.

73.035 Access To State Highways.

Access to State Highways is granted by the Oregon Department of Transportation (ODOT). A change of use to which the lot or building is put may require amending an existing highway approach permit.

73.040 Parking Standards

73.040 Minimum Off-Street Parking Area Dimensions							
Parking Angle (a)	Type of Space	Stall Width (b)	Stall to Curb (c)	Aisle Width ^{1,2} (d)	Curb Length (e)	Front of Stall to Front of Stall (f)	Overlap Front of Stall to Front of Stall (g)
Parallel	Compact	8'0"	8.0	12.0	22.0	28.0	-
	Standard	8'0"	8.0	12.0	22.0	28.0	-
20°	Compact	9'0"	12.6	11.0	26.3	36.2	28.7
	Standard	9'6"	15.5	11.0	27.8	42.0	33.1
		10'0"	15.9	11.0	19.2	42.8	33.4
30°	Compact	9'0"	14.4	11.0	18.0	39.8	32.9
	Standard	9'0"	17.3	11.0	18.0	45.6	37.8
		9'6"	17.8	11.0	19.0	46.6	38.4
		10'0"	18.2	11.0	20.0	47.4	38.7
40°	Compact	9'0"	15.8	12.0	14.0	43.6	37.5
	Standard	9'0"	19.1	12.0	14.0	50.2	43.3
		9'6"	19.5	12.0	14.8	51.0	43.7
		10'0"	19.9	12.0	15.6	51.8	44.1
45°	Compact	9'0"	16.3	13.5	12.7	46.1	40.5
	Standard	9'0"	19.8	13.0	12.7	52.6	46.2
		9'6"	20.1	13.0	13.4	53.2	46.5
		10'0"	20.5	13.0	14.1	54.0	46.9
50°	Compact	9'0"	16.6	15.5	11.7	48.7	43.6
	Standard	9'0"	20.4	15.0	11.7	55.8	50.0
		9'6"	20.7	15.0	12.4	56.4	50.3
		10'0"	21.0	15.0	13.1	57.0	50.6
60°	Compact	9'0"	17.0	18.5	10.4	52.5	48.5
	Standard	9'0"	21.0	18.0	10.4	60.0	55.7
		9'6"	21.2	18.0	11.0	60.4	55.6
		10'0"	21.5	18.0	11.5	61.0	56.0
70°	Compact	9'0"	16.8	19.5	9.6	53.1	50.4
	Standard	9'0"	21.0	19.0	9.6	61.0	57.9
		9'6"	21.2	18.5	10.1	60.9	57.7
		10'0"	21.2	18.0	10.6	60.4	57.0
80°	Compact	9'0"	16.2	22.0	9.1	54.4	55.0
	Standard	9'0"	20.3	24.0	9.1	64.3	62.7
		9'6"	20.4	24.0	9.6	64.4	62.7
		10'0"	20.5	24.0	10.2	65.0	63.3
90°	Compact	9'0"	15.0	22.0	9.0	52.0	-
	Standard	9'0"	19.0	24.0	9.0	62.0	-
		9'6"	19.0	24.0	9.5	62.0	-
		10'0"	19.0	24.0	10.0	62.0	-

- Notes:
- (1) For two-way circulation, the width of an aisle shall be a minimum of 22-feet.
 - (2) The width of an aisle serving both standard and compact parking spaces 80 degrees

or more shall be a minimum of 24-feet

- Small car spaces may be provided on the following basis:
 - 10 or more total spaces required 20% of total.
 - 3-9 total spaces required 2 spaces.
 - 4-7 total spaces required 1 space.
 - 1-3 total spaces required 0 spaces.
 - Spaces shall be identified by a sign "Small Car Only" and painted
- No portion of a parking space or aisle shall be located in a required landscaped yard.
- The minimum driveway length between a dwelling and the edge of the sidewalk shall be 19 feet.
- The maximum allowable driveway width is 24 feet per dwelling at the street.

**BEFORE THE CITY COUNCIL OF THE CITY OF INDEPENDENCE
STATE OF OREGON, COUNTY OF POLK**

An Ordinance Amending Independence Development Code,	]	
Subchapter 33, Mixed Use Pedestrian Friendly Commercial	]	
(MUPC) Zone & Downtown Overlay Zone; Subchapter 34,	]	
Downtown Riverfront Zone; Subchapter 54, Buffering,	]	CB #2024-09
Screening, Landscape and Ash Creek Setback Requirements;	]	
Subchapter 73, Parking; Amending the Independence Zoning	]	
Map; and Declaring an Effective Date	]	

ORDINANCE NO.

WHEREAS, on August 29, 2024, notice was provided to the Oregon Department of Land Conservation "PAPA" website regarding proposed revisions to parking provisions of the Independence Development Code ("Code"); **AND**

WHEREAS, notice was published in the local newspaper and the city's website on September 25, 2024 of hearings to be held by the Independence Planning Commission ("Commission") and the Independence City Council ("Council"); **AND**

WHEREAS, on September 30, 2024, at a joint work session of the Commission and the Council, city staff presented proposed amendments to the Code for discussion and review; **AND**

WHEREAS, on October 7, 2024, the Commission conducted a properly noticed public hearing to consider adoption of those amendments to the Code, at which time interested parties and the general public had an opportunity to be heard; **AND**

WHEREAS, the Planning Commission recommended that the City Council approve the proposed code amendments; **AND**

WHEREAS, on November 12, 2024, the Council conducted a properly noticed public hearing regarding the proposed Code amendments, at which time interested parties and the general public had an opportunity to be heard, and reviewed the record and recommendations of the Commission and City Staff; **AND**

WHEREAS, the November 12, 2024 public hearing was closed and after deliberation, the City Council directed staff to make additional changes to Subsection 73 and bring them to a future council meeting; **AND**

WHEREAS, at their January 14, 2025 meeting, the City Council reviewed the additional changes as presented by staff; **AND**

WHEREAS, the Council finds that the proposed amendments to the Code comply with applicable provisions of the City of Independence Comprehensive Plan and the

Independence Development Code, as shown in the findings contained in the original Staff Report and the updated language and findings presented in Staff Report Addendum attached as Exhibit A.

NOW THEREFORE, THE CITY OF INDEPENDENCE DOES ORDAIN AS FOLLOWS:

Section 1. The City of Independence hereby adopts the above recitals and the findings contained in the Staff Report and Staff Report Addendum, attached hereto as Exhibit A and incorporated herein by this reference, in support of the amendments to the Independence Development Code and Zoning Map as specified herein.

Section 2. Subchapter 33, Subsections 33.030 (E) and (F), are hereby amended to read as shown in the attached Exhibit B.

Section 3. Subchapter 33, Subsection 33.030 (G) is deleted in its entirety.

Section 4. Subchapter 34, Subsection 34.025, Permitted and Conditional Uses is hereby amended to read as follows:

34.025 Permitted and Conditional Uses

Uses not listed in Subchapter 30 or uses that are listed in 34.027 are considered to be prohibited, except as provided in Section 10.050.

Section 5. Subchapter 34, Subsection 34.040, Development Standards, is hereby deleted and replaced in its entirety as shown in the attached Exhibit C.

Section 6. Subchapter 54, is hereby deleted and replaced in its entirety as shown in the attached Exhibit D.

Section 7. Subchapter 73, is hereby deleted and replaced in its entirety as shown in the attached Exhibit E.

Section 8. All unamended provisions of the IDC shall remain unchanged and in full force and effect.

Section 9. Severability. The sections, subsections, paragraphs, and clauses of this ordinance and the attached code provisions are severable. The invalidity of one section, subsection, paragraph, or clause shall not affect the validity of the remaining sections, subsections, paragraphs, and clauses.

Section 10. Codification. Provisions of this Ordinance shall be incorporated into the City Development Code, and the words "ordinance" or "section" may be changed to "code," "article," "chapter," "division," or another word, and the sections of this Ordinance may be renumbered or re-lettered, provided however, that any recital clause and boiler plate provisions of this Ordinance need not be codified, and the

City Recorder is authorized to correct any cross-references and any typographical errors.

Section 11. Effective Date. This ordinance will take effect thirty (30) days after the date of passage and signature by the Mayor.

First Reading to the Council, this _____ day of _____, 2025

Second Reading to the Council, this _____ day of _____, 2025

Adopted, this _____ day of _____, 2025

Signed by the Mayor, this _____ day of _____, 2025

ATTEST:

KATE SCHWARZLER, MAYOR

Myra Russell, City Recorder



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: City Manager Kenna West
MEETING DATE: January 14, 2025
SUBJECT: Ratification of the Collective Bargaining
Agreement Between the City of Independence
Oregon and the General Teamsters Local
Union No. 324

☐ Information Only

☒ Action Requested

Statement of Issue:

Ratification of the Collective Bargaining Agreement (CBA) between the City of Independence Oregon (City), and the General Teamsters Local Union No. 324 (Teamsters).

Background:

The City and the Teamsters entered into labor negotiations in accordance with applicable contracts, ordinances, and laws.

Discussion:

Labor negotiations between the City and the Teamsters began in early 2025 and have resulted in a proposed Agreement. If ratified, the Agreement will be effective through June 30, 2028.

The City Council reviewed the proposed Agreement during an Executive Session on January 14, 2025, where the City's labor attorney presented details and answered questions.

To finalize the process, the City Council must ratify the Agreement and authorize the City Manager to sign it.

Proposed Motion:

"I move to ratify the Collective Bargaining Agreement between the City of Independence and the General Teamsters Local Union NO. 324 and authorize the City Manager to sign that Agreement.

Attachment: The proposed Agreement was provided to the Council during an Executive Session and the final Agreement will be entered into the record when the Staff Report is presented

Prepared by Kenna West, JD, City Manager



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: City Manager Kenna West
MEETING DATE: January 14, 2025
SUBJECT: Ratification of the Collective Bargaining
Agreement Between the City of Independence
Oregon and the Independence Police Officers'
Association

☐ Information Only

☒ Action Requested

Statement of Issue:

Ratification of the Collective Bargaining Agreement (CBA) between the City of Independence Oregon (City), and the Independence Police Officers' Association (Officers).

Background:

The City and the Officers entered into labor negotiations in accordance with applicable contracts, ordinances, and laws.

Discussion:

Labor negotiations between the City and the Officers began in early 2024 and have resulted in a proposed Agreement. If ratified, the Agreement will be effective through June 30, 2027.

The City Council reviewed the proposed Agreement during an Executive Session on January 14, 2025, where the City's labor attorney presented details and answered questions.

To finalize the process, the City Council must ratify the Agreement and authorize the City Manager to sign it.

Proposed Motion:

"I move to ratify the Collective Bargaining Agreement between the City of Independence and the Independence Police Officers' Association and authorize the City Manager to sign that Agreement.

Attachment: The proposed Agreement was provided to the Council during an Executive Session and the final Agreement will be entered into the record when the Staff Report is presented

Prepared by Kenna West, JD, City Manager



CITY OF INDEPENDENCE

STAFF REPORT

TO: Mayor and City Council
FROM: City Manager Kenna West
MEETING DATE: January 14, 2025
SUBJECT: Proposed Resolution 25-1622, Authorizing Short-term Financing for Design of Water Treatment Plant

☐ Information Only

☒ Action Requested

Statement of Issue:

Estimated costs for the design phase of the surface water treatment plant project total \$7.5 million. The City has arranged for financing through a line of credit arrangement with Umpqua Bank. This borrowing requires the approval of the City Council prior to scheduled closing on January 30, 2025.

Background:

The City would typically source funding for a water infrastructure project through the State of Oregon's State Drinking Water Revolving Loan Fund in order to take advantage of preferable interest rates and flexible terms such as:

- a time-line for the loan that fits the design schedule,
- interest only payments until maturity,
- principal due upon maturity to allow refinancing with construction costs with a public bond issue,
- the ability to make periodic draws on the loan as needed to fund design progress, and
- no prepayment penalties.

The City recently contacted the State Water Fund and was informed that there was insufficient funding capacity to support the design and construction phases of our water treatment project. The City, working together with our financial advisors, contacted our primary banking relationship to determine if a line of credit (LOC) could be obtained with terms similar to those of the State's Drinking Water Revolving Fund.

Working with our financial advisors and bond counsel, we were able to structure a LOC agreement with like terms, appropriate to our project, and at a reasonable interest rate for those terms in today's market of 6.75%. The terms of the LOC are as follows:

- a 5-year maturity, at which time the principal amount of funds drawn to date will be due,
- semi-annual interest payments on amounts drawn,

- the ability to make periodic draws against the LOC as needed to fund design progress, and
- the ability to pay off or refinance the LOC at any time with no prepayment penalty.

Fiscal Impact:

The City will initially draw \$500,000 on the LOC at closing, a portion of which will be expended to pay bond counsel and issuance costs associated with the borrowing. Semi-annual interest payments will be made from the Water Fund in June and December of each year based on amounts drawn on the LOC.

Once the design phase is complete and the City transitions to construction, funding options such as grants, long-term construction loans, or bonds will be considered to support the construction phase. Any grants secured by the City will reduce the need for borrowing, whether through the LOC or future bond issues.

Options:

The Council may:

1. Adopt Proposed Resolution 25-1622 authorizing borrowing up to \$7.5 million for design of a new water treatment plant, or
2. Decline to approve the resolution and not authorize the borrowing.

Recommendation/Suggested Motion:

Staff recommends approval of Option 1.

Suggested motion: I move to approve Proposed Resolution 25-1622 authorizing borrowing up to \$7,500,000 for design of new water treatment plant.

Attachment: Proposed Resolution 25-1622

*Memo prepared by: Rob Moody, Finance Director
Reviewed and Approved by: Kenna West, City Manager*

BEFORE THE CITY COUNCIL OF THE CITY OF INDEPENDENCE
COUNTY OF POLK, STATE OF OREGON

A RESOLUTION AUTHORIZING]
BORROWING UP TO \$7,500,000]
FOR DESIGN OF NEW WATER]
TREATMENT PLANT]

RESOLUTION NO. 25-1622

WHEREAS, Oregon Revised Statutes (“ORS”) Section 271.390 permits the City of Independence, Oregon (the “City”) to enter into financing contracts to finance costs of real and personal property that the City Council determines are needed;

WHEREAS, the City desires to enter into a financing contract to pay design and other preliminary expenses for a new water treatment plant (collectively, the “Project”);

WHEREAS, the City is authorized by ORS 271.390 to finance real or personal property, so long as the estimated weighted average life of a financing contract does not exceed the estimated dollar weighted average life of the real or personal property to be financed by such financing;

WHEREAS, the City anticipates incurring expenditures (the “Expenditures”) to finance the costs of the Project, and the rules of the United States Internal Revenue Service require the City to declare its official intent to reimburse itself for amounts that the City will spend before it borrows, in order for the City to reimburse itself for those Expenditures from the proceeds of a tax-exempt borrowing;

BE IT RESOLVED by the City Council of the City of Independence, Oregon, that:

Section 1. Determination of Need. The City Council hereby determines that the Project is needed.

Section 2. Authorization. The City hereby authorizes a financing contract under ORS 271.390, ORS 287A.315, and other relevant provisions of ORS Chapter 287A (the “Loan”) in a principal amount of not more than \$7,500,000. The Loan may be in the form of a financing agreement, line of credit, credit facility or other structure and may convert from a line of credit structure to an amortizing loan. Proceeds of the Loan shall be used to pay costs of the Project and costs related to the Loan.

Section 3. Security. The Loan constitutes an unconditional obligation of the City, payable from all legally available funds of the City. The Loan will be secured by a pledge of the City’s full faith and credit and taxing power within the limitations of Sections 11 and 11b of Article XI of the Oregon Constitution pursuant to ORS 287A.315.

Section 4. Declaration of Intent to Reimburse. The City hereby declares its official intent pursuant to Section 1.150-2 of the Treasury Regulations to reimburse itself with the proceeds of the Loan for any Expenditures paid before the Loan is issued.

Section 5. Delegation. The City Manager, Finance Director, or a person designated by either of those individuals to act on behalf of the City pursuant to this Resolution (each of whom is referred to in this Resolution as a “City Official”) may, on behalf of the City and without further action by the City Council:

- (i) Select one or more other purchasers and negotiate the sale of the Loan with that purchaser. Subject to the limitations in this Resolution, the Loan may be in such form and contain such terms as the City Official may approve;
- (ii) Determine the final principal amount, payment dates, interest rates, prepayment rights, and other terms for the Loan;
- (iii) Execute a note representing the City’s obligations under the Loan;
- (iv) Enter into additional covenants for the benefit of the purchaser of the Loan that the City Official determines are desirable to obtain favorable terms for the Loan;
- (v) Enter into covenants to maintain the excludability of interest on the Loan from gross income under the Internal Revenue Code of 1986, as amended (the “Code”);
- (vi) Designate the Loan as a “qualified tax-exempt obligation” under Section 265(b) of the Code, if appropriate;
- (vii) Engage the services of professionals whose services are desirable for the financing; and
- (viii) Execute all Loan documents, accept all commitments or proposals and take any other actions that the City Official determines are reasonably required to carry out this Resolution.

Section 6. Effective Date. This Resolution is effective immediately upon adoption by the City Council.

ADOPTED by the City Council of the City of Independence, Oregon this 14th day of January, 2025.

CITY OF INDEPENDENCE, OREGON

By _____
Kate Schwarzler, Mayor

ATTEST:

By _____
Myra Russell, City Recorder



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: City Manager Kenna West
MEETING DATE: January 14, 2025
SUBJECT: Council Vacancy Process Update

☒ Information Only

☐ Action Requested

Statement of Issue:

Informational report on the updated process to fill a vacant council seat.

Background:

Section 31 of the Independence Charter states that vacancies in elected offices in the city shall be filled by a majority of the incumbent members of the council. In the case of a tie vote, the mayor shall have the right to vote. The appointee's term of office shall begin immediately upon his or her appointment and shall continue throughout the unexpired term of his/her predecessor.

With the swearing in of Councilor Schwarzler as Mayor on January 14, 2025, a Council seat will become vacant. In response to the Council's desire for greater transparency and clarity in filling vacancies, the following process has been developed in collaboration with Mayor Schwarzler.

Discussion:

The application for the vacant Council seat has been revised to enhance clarity. The updated application is attached for your information.

In addition, the following timeline will be followed in the process to fill Mayor Schwarzler's vacated Council seat:

- **February 14, 2025** City Council Meeting. Inform the Council of the updated application and process.
- **February 15, 2025** Begin publication of the vacancy and recruitment of applicants for the vacant position.
- **January 28, 2025** City Council Meeting. Applications are due by Noon. Applications will be provided to the City Council for their review.
- **February 4, 2025** Each Councilor shall provide the City Recorder with their Top 2

candidates by 3:00 pm on February 4, 2025. A failure to provide the names by this timeline will result in the Councilor's choices not being tabulated.

- **February 11, 2025** A Special Meeting will be held prior to the scheduled City Council meeting with the City Council meeting starting late. The interview of the Top 2 candidates will be undertaken at the Special Meeting.
- **February 11, 2025** City Council Meeting. The Council will consider the Top 2 applicants and make a decision on who will be appointed to fill the vacant position.

This updated process reflects the Council's commitment to transparency and effective communication in filling vacant positions.

Attachment: Updated Application for Vacant Council Position.

Prepared by Kenna West, JD, City Manager



CITY OF INDEPENDENCE APPLICATION FOR VACANT COUNCIL POSITION

An open Council position occurs upon the incumbent's resignation or other circumstance specified under Section 30 of the Independence City Charter. A majority of the remaining council shall appoint a successor to the position, who will then serve the remaining term of that position.

Length of Appointment: Remaining term of vacated position:

Expected time commitment:

- Attendance at two Council meetings per month; and
- One monthly committee meeting as Council Liaison; and
- Attendance at Special Meetings, including work sessions, as needed; and
- Multiple annual Budget Committee meetings in the Spring; and
- Meeting preparation for each of the above meetings which will include, at a minimum, review of the agenda packet.

Meeting days/times:

- **City Council Meetings:**
 - 2nd Tuesday of each month at 6:30 pm
 - 4th Tuesday of each month at 6:30 pm
- **Committee Liaison Meetings:**
 - Schedule depends on assignment

Qualifications for office:

- Registered Oregon voter; and
- City of Independence resident for 12 months prior to taking office.

City Councilor responsibilities:

- Develop knowledge of diverse issues affecting the City
- Consider differing perspectives to make decisions in the best interest **of the community as a whole**
- Understand the City's operations, including the City Charter and Council functions
- Understand the relationship between the City, the State of Oregon, and the Federal Government.

Background / Experience Which Will Be Useful:

- Decision making skills and acceptance of majority decisions by fellow Councilors
- Strong communication abilities
- Prior experience in a private or public organization or committee
- Capacity to accept public criticism
- A sense of humor

Prior to making a decision to submit this application, you are encouraged to contact the Mayor, a City Councilor or the City Manager to ask any questions you may have.

NAME _____ DATE: _____

STREET ADDRESS: _____

MAILING ADDRESS: _____

EMAIL ADDRESS: _____ HOME PHONE: _____

Present employment: _____

May we contact you at work? ☐ No ☐ Yes / Work phone #: _____

Occupational Background *previous employment – paid or unpaid:*

Educational Background *schools attended:*

School name (no acronyms)	Last grade level completed	Diploma/degree/certificate	Course of study (optional)

Prior governmental experience *elected or appointed*

By signing this document, I hereby state:

- ***That I will accept the nomination for office indicated;***
- ***That I will qualify for said office if appointed;***
- ***That all information provided by me on this form, including my occupation, educational and occupational background, and prior governmental experience is true to the best of my knowledge.***

Applicant's signature _____

Date signed _____

This information is a matter of public record, and may be published or reproduced.

Please answer the following questions, attaching additional sheets as may be necessary.

1. Experience serving on an elected board: _____

2. Experience volunteering with the City of Independence: _____

3. Describe your community involvement experience: _____

4. Describe your vision for the future of Independence: _____

5. Describe your experience with budgeting and public finance: _____

6. Describe the time commitment you are able to make to the council position: _____

7. Your reason(s) for applying for the council position: _____

Please attach a resume or CV and any other relevant information to this application.
Applications must be submitted to the Office of the City Recorder, Independence City Hall, 555 S. Main Street, PO Box 7, Independence, OR 97351, no later than Noon, January 28, 2025 to be considered.



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: City Manager Kenna West
MEETING DATE: January 14, 2025
SUBJECT: Board/Committee/Commission Application
and Process Update

☒ Information Only

☐ Action Requested

Statement of Issue:

Informational report on the updated application and process for filling City of Independence Board/Committee/Commission positions.

Background:

Pursuant to Section 20 of the Independence Charter, the Mayor is authorized to make appointments to City committees and all appointments shall be approved by vote of the Council. An updated Committee Appointment Application and application process has been developed in collaboration with Mayor Schwarzler.

Discussion

In response to the Council's goal of enhancing transparency and clarity in filling vacancies, the Committee Appointment Application and application process have been updated to:

- Align Council Vacancy and Committee Appointment applications for ease of use by community members.
- Provide more detailed information for Council review.
- Ensure a consistent and efficient process for filling vacancies.

The updated application will be published on the City of Independence website and the City will publish notification of vacancies as they occur and periodically throughout the year. Upon receipt of applications, the following process will apply:

1. Open Application:

- Applications for any Board, Committee, or Commission may be submitted at any time.
- Staff will review applications for compliance with Board/Committee/Commission requirements.
- Qualified applications will be placed in a digital file for review by the Mayor and eventual submission to the Council as delineated below. Applicants who do not meet

requirements will be notified, and their applications will be retained as required by state records laws but not submitted to the Council.

2. Quarterly Review Process:

- Applications will be retained until the first Council meeting of the next quarter.
- The City Manager, on behalf of the Mayor, will present all collected applications to the Council with the Mayor's appointments for approval.
- Example: An application received on February 1st will be presented at the March 11th City Council meeting.

This quarterly process:

- Consolidates applications for efficiency.
- Provides transparency in the application and selection process.
- Ensures applicants are informed of when their applications will be considered.

3. Transition Period:

- To accommodate the updated process, current Board, Committee, and Commission members (other than the Planning Commissioners) will receive the new application, and it will be published on the City's website to allow other community members to apply should they wish.
- To address potential quorum issues during the transition, a special appointment process will occur on January 28th and/or February 11th to ensure timely appointments.
- This transition appointment process will follow the same procedures as outlined in the *Open Application* and *Quarterly Review Process* except that it will be completed earlier in time. There will still be a submission of applications (if there are any vacancies and any submissions are received) at the March 11, 2025 City Council meeting.

This updated process reflects the Council's commitment to transparency, efficiency, and effective communication in filling positions.

Attachment: Updated Application for Committee Appointment Application.

Prepared by Kenna West, JD, City Manager



CITY OF INDEPENDENCE COMMITTEE APPOINTMENT APPLICATION

The City of Independence solicits applications from individuals who have an interest in public service for appointment to periodic vacancies in City Boards, Commissions and Committees. If you have such an interest, please provide the following information:

NAME: _____ DATE: _____

ADDRESS: _____

PHONE / EMAIL ADDRESS: _____

I am interested in appointment to (feel free to indicate interest in more than one):

☐

Budget Committee

☐

Independence Days

☐

Commission Museum

☐

Advisory Board Planning

☐

Commission *

Other: (please specify)

☐

Historic Preservation Commission*

☐

Library Board

☐

Parks & Recreation Board

☐

Traffic Safety Commission

Please complete the questionnaire attached with this document and return this application, the completed questionnaire and a resume or CV to the Office of the City Recorder, Independence City Hall, 555 S. Main Street, PO Box 7, Independence, OR 97351.

Applicant Signature

Volunteer service on commissions, committees and boards does require effort and time from members. Your interest and participation can help your community and is greatly appreciated. Appointments made to boards, commissions and committees are made by the Mayor, with the confirmation of the City Council.

*Attendance at city-funded training is required for
appointees to the Planning Commission and
Historic Preservation Commission.

Please answer the following questions, attaching additional sheets as may be necessary.

1. Experience serving on an elected board: _____

2. Experience volunteering with the City of Independence: _____

3. Describe your community involvement experience: _____

4. Describe your vision for the future of Independence: _____

5. If applying for the Budget Committee, please describe your experience with budgeting and public finance: _____

6. Describe the time commitment you are able to make to your chosen Committee/Commission/Board: _____

7. Your reason(s) for applying for the Committee/Commission/Board _____



CITY OF INDEPENDENCE MEMORANDUM

TO: City Council
FROM: Kenna West, City Manager
MEETING DATE: January 14, 2025
SUBJECT: Planning Commission Appointments

☐ Information Only

☒ Action Requested

Statement of Issue:

Reappointment of the City of Independence Planning Commission positions.

Background:

Each City of Independence Board, Committee, and Commission is annually appointed/reappointed pursuant to the pertinent authorizing document.

Discussion:

The following appointments for the Planning Commission have been submitted for council consideration and approval by Mayor Schwarzler. All applicants have staff recommendations for appointment/ reappointment. These are all three-year appointments.

Position #1	Evan Sorce	Reappointment
Position #3	Rebecca Jay	Reappointment
Position #5	Sally Coen	Reappointment

The Planning Commission is composed of 7 members, not more than 2 of whom may be non-city residents. The Planning Commission has all the powers that are now or hereafter granted to it by the ordinances of the city or by laws of the state. The Commission shall control the subdivision of land and land use actions and may make recommendations to the Council, to public officials, and to individuals regarding land use, location of thoroughfares, public buildings, parks and other public facilities and regarding any other matter relating to the planning and development of the city and the surrounding area. The Commission may make studies, hold hearings, and prepare reports and recommendations on its own initiative or at the request of the Council. All recommendations and suggestions made to the Council shall be in writing.

Proposed Motion:

I move that the Council approve Mayor Schwarzler's reappointment of Evan Sorce, Rebecca Jay, and Sally Coen to the Planning Commission.

Memo Prepared by Kenna West, JD, City Manager



CITY OF INDEPENDENCE MEMORANDUM

TO: Mayor and City Council
FROM: Kenna West, City Manager
MEETING DATE: January 14, 2025
SUBJECT: Annual Liquor License Renewal

☐ Information Only

☒ Action Requested

Statement of Issue:

Each year the Oregon Liquor Control Commission provides the City of Independence with a list of all establishments within the City who have requested renewal of their annual liquor licenses. The City of Independence has up to 45 days to make a recommendation on any of the licenses or can opt to make no recommendation. All establishments are eligible for annual renewal, pending payment of applicable renewal fees and the approval of the City Council. The list of establishments within the City of Independence who are due for annual renewal of their liquor licenses are as follows:

FULL ON-PREMISES SALES LICENSE:

Arena Sports Bar, 174 S Main Street
Brew Coffee & Tap House, 211 S Main Street
Elks Lodge #1950, 289 S Main Street
Gilgamesh The River, 370 S Main Street STE A
Golden Hop Saloon, 133 C Street
Jade Terrace, 1450 Monmouth Street
Jubilee Champagne and Dessert, 296 S Main Street
Los Dos Amigos #4, 1349 Monmouth Street
Lucky Dragon Restaurant, 101 N Polk Street
Mangiare Italian Restaurant, 114 S Main Street
San Antonio, 1311 Monmouth Street
The Chase Bar & Grill, 1083 Monmouth Street
The Independence Hotel, 201 Osprey Lane
The Inferno Restaurant & Taphouse/Divine Distillers, 915 N Main Street

LIMITED ON-PREMISES SALES LICENSE:

Independence Cinema, 450 S 2nd Street
Mendi's Pizza, 1695 Monmouth Street
Mi Casita Market, 834 N Main Street
Pink House Café, 242 D Street
Silk Thai Cuisine, 268 S Main Street
The Tap Station, 87 S Main Street
The Valkyrie Wine Tavern, 301 S Main Street

OFF-PREMISES SALES LICENSE:

7 Star Convenience Store, 94 S Main Street
7-11 #38797A, 1696 Monmouth Street
A1 Market, 295 Deann Drive
Circle S Market, 1082 Monmouth Street
Dollar General Store #18246, 1073 Monmouth Street
Grocery Outlet, 1401 Monmouth Street
Jimmy's, Independence Gas & Mini Mart, 178 Monmouth Street
Mi Casita Market, 834 N Main Street
Sunrise Market, 810 N Main Street
Waremart #38, 1737 Monmouth Street

BREWERY PUBLIC HOUSE:

Parallel 45 Brewing, 240 Monmouth Street #4

Background:

Oregon Revised Statute (ORS) 471.166 establishes the process for local governments to make recommendations to OLCC regarding approval of or denial of initial OLCC license applications and subsequent yearly renewals. As part of the process, the Police Department reviews all initial and renewal applications to ensure compliance with applicable regulations. The City Council is charged with the responsibility for recommending approval or denial of these applications to the Oregon Liquor Control Commission based on information submitted by the Police Department.

Independence City Council Resolution #20-1541 establishes guidelines for making liquor license recommendations and allowing for public comment (See Attached).

Analysis:

The Independence Police Department has conducted thorough scans of reports of calls for service involving each of the listed establishments up for annual renewal. Reports of calls for service were reviewed which could have a nexus to OLCC denial criteria listed in ORS 471.313(4)(5), OAR 845-005-0320, 845-005-0321, 845-005-0322, 845-005-0325, 845-005-0326(4)(5) or 845-005-0355.

A review of 7 OLCC-related reports of calls for service were reviewed and no disqualifying criteria were identified for any of the listed establishments up for annual renewal.

Fiscal Impact:

As of the 1999 Oregon Legislative Session and the passing of Bill 2892, Licensees now apply directly to OLCC for license renewal. These establishments are still required to pay fees to the local government, as established. All license fees are being collected by the City Administrative Office.

Options:

1. The Council may recommend approval of any establishment;
2. The Council may recommend denying the license of any establishment if reasonable grounds can be established.
3. The Council may impose an option of its choosing.

Recommendation / Suggested Motion:

Option #1.

Suggested Motion:

"I move to recommend approval of all liquor licenses upon receipt of City fees."

Attachments:

1. OLCC renewal printout
2. OLCC denial criteria
3. Resolution #20-1541

Memo prepared by: Lieutenant Lyle Gilbert



INDEPENDENCE

Oregon's Story Begins Here

HOUSING PRODUCTION STRATEGY STAFF REPORT

MEETING DATE: January 14, 2025

FROM: Fred Evander, Planning Manager

TO: Independence City Council

RE: **HOUSING PRODUCTION STRATEGY**

CONTENTS:

- I. Summary
- II. What is the Problem?
- III. What is Proposed and Why?
- V. What Public Engagement was Used for the Document?
- VI. Recommendation

ATTACHMENTS:

- A. Draft Housing Production Strategy

I. SUMMARY

At the meeting of January 14, 2025, the Independence City Council will consider a resolution to adopt the Independence Housing Production Strategy.

II. WHAT IS THE PROBLEM?

The City of Independence passed the population threshold of 10,000 people in 2021. In passing the threshold, the city became subject to two Oregon state requirements related to the production of housing:

1. The requirement to conduct a **housing needs analysis**, or housing capacity analysis, to determine if the city has enough land to meet its projected housing needs over the next 20 years. The analysis, required to be completed every eight years, is intended to consider needs associated with multi-unit housing, manufactured homes, renter-occupied units, government-assisted units, and other forms of housing that are affordable to community members with a variety of incomes.
2. The requirement to conduct a **housing production strategy** within a year of the adoption of the housing needs analysis. The production strategy is required to consider actions, plans and policies to address each of the needs identified within the housing needs analysis and offer a timeline for implementation of the action.

Becoming subject to the requirements, the City of Independence asked for (and received) a Department of Land Conservation and Development grant in 2021 to help prepare the Housing Needs Analysis. That document was adopted by the City Council in 2023 (as part of Ordinance 1610).

Following the adoption of the analysis, the city asked for a second grant to help prepare a Housing Production Strategy. The draft completed from this grant will be considered for adoption as a resolution by the City Council at the meeting of January 14, 2025.

III. WHAT IS PROPOSED AND WHY?

In preparing the Housing Production Strategy, Cascadia Partners, the consultant for the project, was required to summarize:

1. The contextualized housing need in Independence, or the “current and future housing needs in the context of population and market trends” (see OAR 660-008-0050(1)).
2. The engagement process used in the preparation of the document (see OAR 660-008-0050(2)).
3. The actions, measures, and policies necessary to meet the future housing needs identified in the Housing Needs Analysis (see OAR 660-008-0050(3)).
4. How the selected actions “will achieve equitable outcomes” regarding the location of housing, housing choice, and other factors (see OAR 660-008-0050(4)).

Each of the items is included as a separate section within the draft Housing Production Strategy.

Proposed actions within the document fall into one of four main categories:

1. Partnership and Communication Actions (see pages 29 to 34).
2. Regulatory Actions (see pages 35 to 53).
3. Incentive and Investment Actions (see pages 54 to 58).
4. Land Actions (see pages 59 to 64).

High-priority actions include creating a housing working group, rezoning additional land to the RH Zone, increasing the maximum density of the RH Zone, and expanding the Independence Urban Renewal Area, among others. To see a complete list of priority actions and their potential implementation timeline, please see page 28.

IV. WHAT PUBLIC ENGAGEMENT WAS USED FOR THE DOCUMENT?

To formulate the Housing Production Strategy, Cascadia Partners:

- Conducted three joint meetings with the Planning Commission and City Council.
- Held three Advisory Committee meetings with members of the development and real estate community.
- Held focus group meetings at the food bank, Catholic Church and with resource providers.
- Conducted a community survey.

This outreach built on the significant engagement conducted during the Housing Needs Analysis, and helped to define the nature of the housing issues in Independence and to provide a sense of effective but palatable approaches to help address the housing needs.

V. RECOMMENDATION

The proposed Housing Production Strategy is meant to help the city address its long and short-term housing needs. Adoption of a resolution to accept the plan, however, will not change the city’s land use regulations or policies in any way. If the plan is adopted, the city will still be required to conduct further work to consider how best to implement the proposed actions. Additional public processes will be incorporated as part of the implementation of many of the proposals.

Given the work completed on the draft, the robust public process utilized, and the fact that additional public outreach will be required before any change to city land use policy occurs, staff recommends that the City Council approve of the proposed Housing Production Strategy and pass a resolution to adopt the plan.

The City Council may:

- Approve of the proposed plan.
- Instruct staff to modify the proposed plan.
- Deny the plan.



Housing Production Strategy

City of Independence

January 2025



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This work was funded through the Department of Land Conservation and Development 2023-2025 Planning Assistance Grant Program.

1. Executive Summary

This document is the City of Independence's Housing Production Strategy (HPS). The HPS is a plan required by state law (OAR 660-008-0050) that describes how the City will promote the creation of housing to meet the needs identified in the City's 2023 Housing Needs Analysis (HNA). The HPS includes a variety of tools and actions the City will use to help improve the production, availability, and affordability of housing in Independence, both across the income spectrum and for protected classes. The HPS was created in partnership with a variety of community and local stakeholders, including residents, community leaders, and experts on housing policy and development.

The HPS is organized into seven sections:

1. **Executive Summary.**
2. **Independence's Housing Needs.** This section summarizes current and future housing needs, demographic trends, market factors affecting housing production, and the housing needs of various groups and protected classes.
3. **Community Engagement.** This section summarizes stakeholder and community input used to develop the HPS's actions.
4. **Actions to Meet Future Housing Needs.** This section outlines the types of actions the City will undertake to facilitate housing development and the measures of anticipated impact for each action.
5. **Actions by Implementation Timeline and Impact.** This section describes 25 actions the City will undertake to support housing production and fulfill its commitment to meeting its housing needs.
6. **Fair and Equitable Housing Outcomes.** This section offers a narrative summary of how the actions in the HPS, in combination with other City actions, will achieve equitable housing outcomes.
7. **Measuring Progress.** This section recommends methods and performance metrics for monitoring progress on HPS actions.

Independence's Housing Need

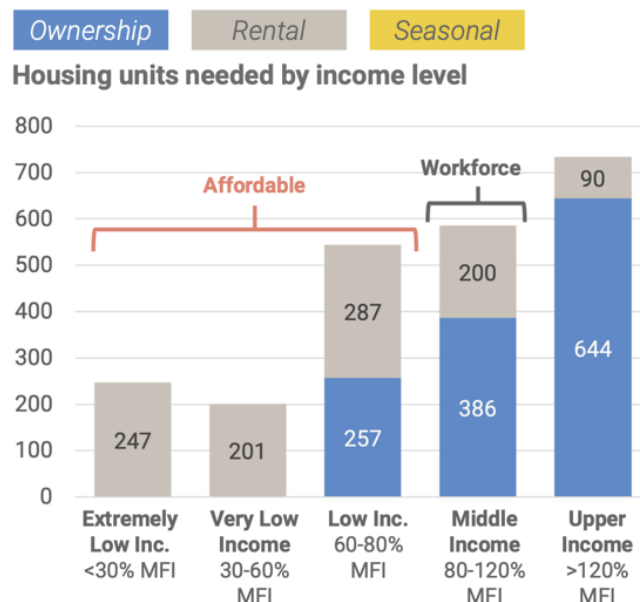
Overall Need

The City of Independence's 2023 HNA showed that the City needs 2,312 new housing units over the next 20 years, including 992 units affordable to households earning less than 80% of the Median Family Income. The HNA also showed that the housing Independence needs will take a variety of forms, from single-family detached houses to multi-unit dwellings (i.e. apartments). Roughly half of the need is expected to be for rental units, and the other half is expected to be for ownership units.

Population-Specific Housing Needs

The diversity of Independence's population is reflected in the diverse range of housing needs present in the city. The list below offers examples of the housing needs experienced by different groups:

- **Low-income households** (less than 80% of median family income). Nearly 3 out of 4 households could qualify as low-income. These households represent over 1/3 of the city's overall housing need. Due to their limited budgets, low-income households have an elevated need for subsidized housing and lower cost, market-rate housing of all types.
- **Communities of Color.** Nearly half (44%) of Independence's residents are people of color. People of color have historically had less access to homeownership and have tended to be cost burdened (meaning they spend over 30% of their household income on housing) more often than other residents. Based on these factors, communities of color often have an elevated need for affordable housing, particularly ownership housing.
- **People with disabilities.** About 10% of Independence's population has a disability. In Oregon, people with disabilities are more than twice as likely to live in poverty. Additionally, some people with disabilities experience difficulties with mobility. Based on these factors, individuals with disabilities often have elevated needs for affordable and physically accessible housing.
- **Seniors.** Seniors are 10% of Independence's population and represent a quickly growing population segment in the community. Seniors often experience housing problems like cost burden and overcrowding at higher-than-average rates and may experience difficulties with mobility. These factors elevate the need of seniors for affordable and physically accessible housing.
- **People experiencing homelessness.** According to the Mid-Willamette Valley Homeless Alliance report, 1,683 people across Polk and Marion counties were experiencing homelessness as of January 2023. People experiencing homelessness have elevated needs for affordable housing, which is sometimes provided with intensive services and given the designation "permanent supportive housing."



Source: City of Independence Housing Need Analysis, Adopted May 2023

The city's housing need is described in greater depth in Section 2: Independence's Housing Needs.

Independence's HPS Actions

Throughout 2024, City staff—alongside contracted consulting partners—gathered input from community stakeholders and developed a list of housing actions aimed at addressing the overall and population-specific housing needs identified in the City's 2023 HNA and Section 2 of this report. The list of actions draws directly from community members' suggestions, the team's policymaking experience, an ongoing review of Independence's existing policies and practices, best practices research, and a list of potential actions published by Oregon's Department of Land Conservation and Development (DLCD).

The actions are divided into four categories: Partnership & Communication, Regulatory, Incentive & Investment, and Land. Section 5: Actions to Meet Future Housing Need offers a detailed summary of each action that offers the following information:

- A description of the action
- The types of housing need the action addresses (across income, housing type, and tenure)
- An estimate of magnitude of the action's impact on housing production
- Steps to implement the action, considerations for implementation, and a timeline for implementation

Each of the actions will impact the production of needed housing over time, with some actions having nearer-term effects and others longer-term effects.

Partnership & Communication Actions

- Action 1.1: Housing Working Group
- Action 1.2: Promote ADUs
- Action 1.3: Community Land Trust Partnerships
- Action 1.4: Institutional Landowner Partnerships
- Action 1.5: Technical Assistance

Regulatory Actions

- Action 2.1: Rezone Land to RH Zone
- Action 2.2: Increase Maximum Density in RH Zone
- Action 2.3: Encourage Dense Housing Types in MX Zone
- Action 2.4: Expand Housing Types in RS & RM Zones
- Action 2.5: Cottage Cluster Housing
- Action 2.6: Minimum Density in RM & RH Zones
- Action 2.7: Small Lot Homes in RM & RH Zones

- Action 2.8: Housing in Commercial Zones
- Action 2.9: Parking Requirements Reductions
- Action 2.10: Infill Standards & Review
- Action 2.11: Affordable Housing Review
- Action 2.12: Affordability & Accessibility Incentives
- Action 2.13: Manufactured Homes Preservation

Incentive & Investment Actions

- Action 3.1: Urban Renewal Areas
- Action 3.2: SDC Methodology
- Action 3.3: Infrastructure Grants

Land Actions

- Action 4.1: Inventory & Assess Land
- Action 4.2: Intergovernmental Agreements for Land
- Action 4.3: Land Banking

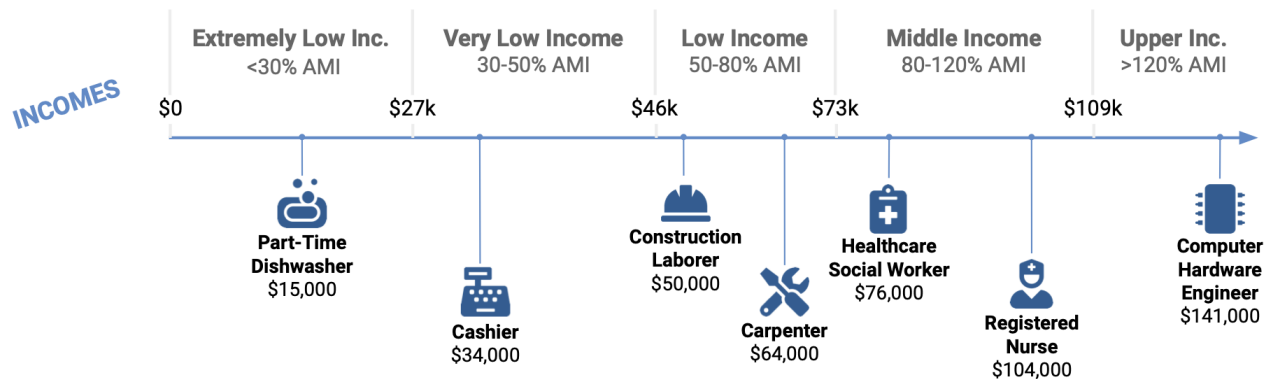
Methods and metrics to measure progress on implementation of these actions are included in Section 7: Measuring Progress.

2. Independence's Housing Needs

Understanding the Relationship Between Income & Attainability

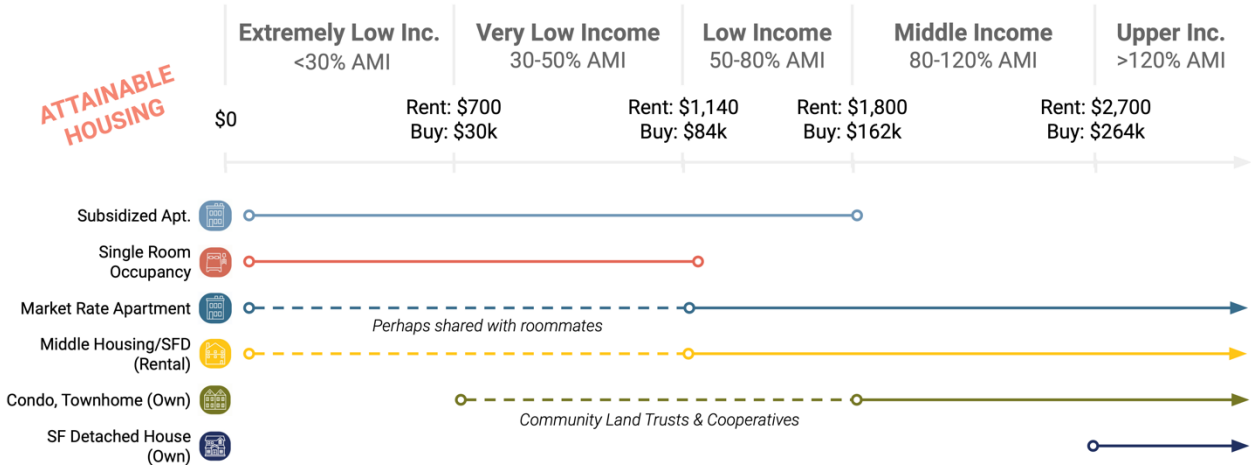
Income determines the housing pricepoint each household can afford. A variety of housing types are needed to serve households of different incomes.

Per the 2022 American Community Survey, Independence's median household income is \$73,361, slightly below the statewide and county median income of \$76,632 and \$77,368, respectively. Despite tending to have more lower income households than a typical Oregon community, Independence still has a range of jobs and incomes. That income range is visualized below as a spectrum of wages common for different jobs in the community.



Bureau of Labor Statistics modeled wage estimates for Oregon (2022), assuming 40 hours per week is full time. Income levels are from the City of Independence's Housing Needs Analysis (Adopted 2023) and HUD FY 2024 Income Limits (ILs). Home value average is from Zillow (2024)

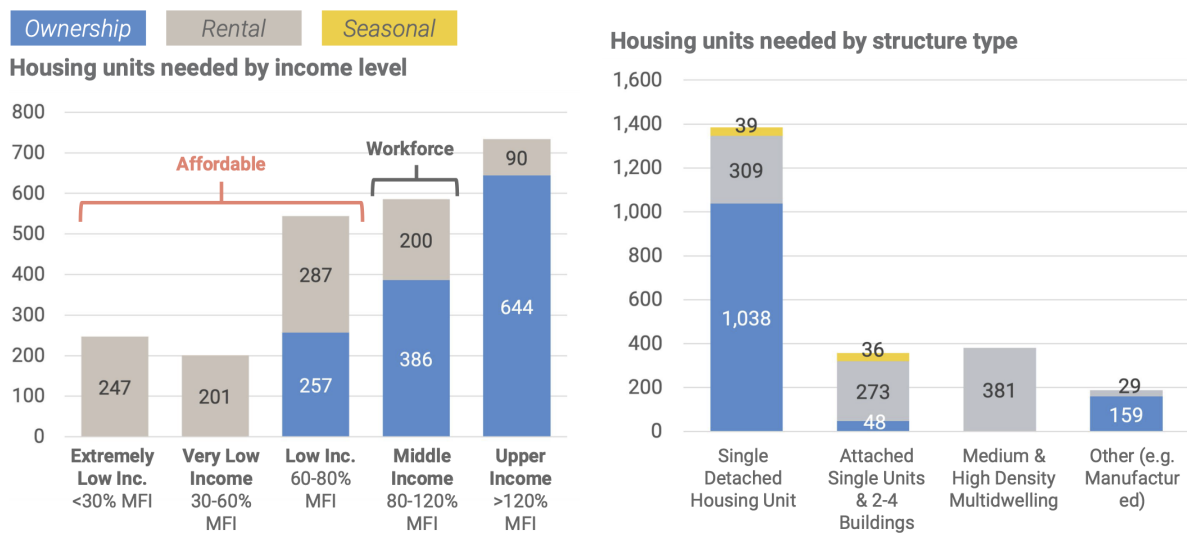
The amount of money a household earns determines how much it can afford to pay for housing. The conceptual diagram below illustrates that different types of housing (e.g. apartments, detached houses) are available at different pricepoints. Though the diagram is conceptual and not based on exact data or affordability calculations, it demonstrates the variety of housing types needed to serve the broad income spectrum of households in Independence.



Attainable housing pricepoints are from Independence's Housing Needs Analysis (Adopted 2023).

Independence's Housing Needs Analysis found that 2,312 new housing units will be needed over 20 years, including 992 units affordable to households earning less than 80% of the Median Family Income.

Independence's housing needs analysis found that the city will need new housing units serving the full income spectrum and taking a variety of forms, from detached single-family houses to multi-unit dwellings. The Housing Needs Analysis projected that over 40% of the housing need will be for various forms of attached housing, like townhomes, plexes, and apartments. This need breakdown roughly corresponds to Independence's existing housing typology (as shown in the section below), as well as its tenure split (which was 41% renters and 39% homeowners in 2022).



City of Independence Housing Need Analysis, Adopted May 2023

Community Demographic Profile

The City of Independence is a unique community demographically. Per the 2022 American Community Survey:

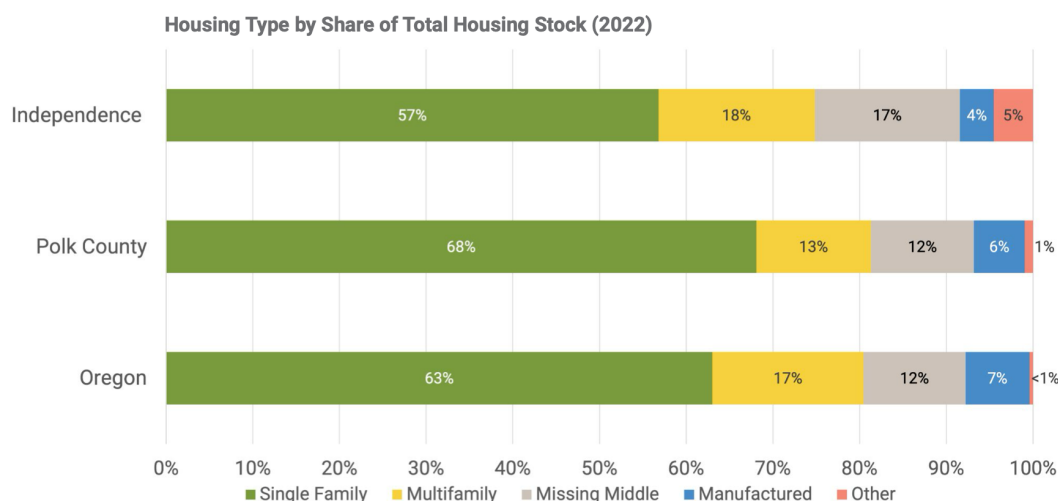
- **Independence is quite diverse racially.** Roughly 44% of Independence residents are people of color, significantly above the statewide rate of 27%. Latino (38%) residents are the largest of Independence’s communities of color, with Multiracial (5%) populations comprising a smaller proportion.
- **Independence is relatively young.** About 26% of Independence’s residents are under the age of 18, above the statewide share of 20%. Conversely, about 10% of residents are seniors, below the statewide share of 18%.
- **Independence has a higher proportion of renters than the state as a whole.** About 41% of Independence’s households rent. Comparatively, renters comprise just over a third of households in Polk County (35%) and in the state as a whole (37%).
- **Median incomes in Independence are similar but smaller to the region and state.** The median household income in Independence is about \$4,000 below the county median, and \$3,000 below the statewide median, suggesting that the city’s residents have a moderately smaller budget for housing.

	Independence	Polk County	Oregon
Race and Ethnicity			
American Indian or Alaska Native	0.0%	1.2%	0.7%
Asian	0.6%	1.8%	4.4%
Black	0.6%	0.6%	1.8%
Hispanic or Latino	38.2%	15.1%	13.8%
Native Hawaiian or Pacific Islander	0.0%	0.4%	0.4%
Other Race	0.3%	0.4%	0.4%
Two or More Races	4.6%	4.8%	5.2%
White	55.7%	75.6%	73.3%
Age			
Under 18	25.6%	22.2%	20.2%
18 - 64 years	64.8%	59.3%	61.5%
Over 65	9.6%	18.5%	18.3%
Tenure			
Renters	40.7%	34.9%	36.8%
Homeowners	59.3%	65.1%	63.2%
Median Household Income			
	\$73,361	\$77,353	\$76,632

American Community Survey 2022 5-Year Estimates, Tables B03002, B01001, B19013, and B25003

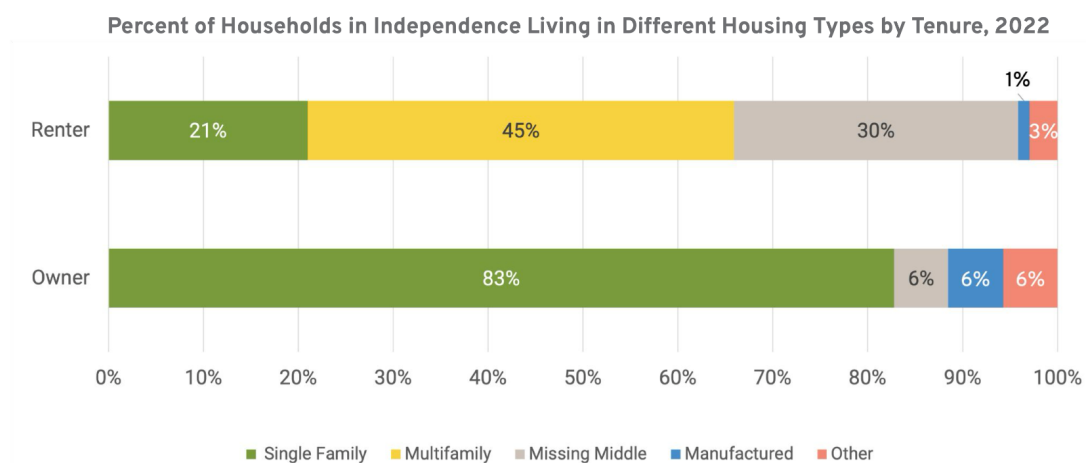
Existing Housing & Who Lives in Different Kinds of Housing

Per the 2022 American Community Survey, 57% of Independence's housing stock is detached single-family homes and 18% is multi-family units. This proportion stands in contrast with state and county totals where 63% and 68% of the housing is detached single-family and 17% and 13% is multi-family, respectively. The proportion however is similar to neighboring Monmouth and Salem.



American Community Survey 5 Year Estimates, Table B25024

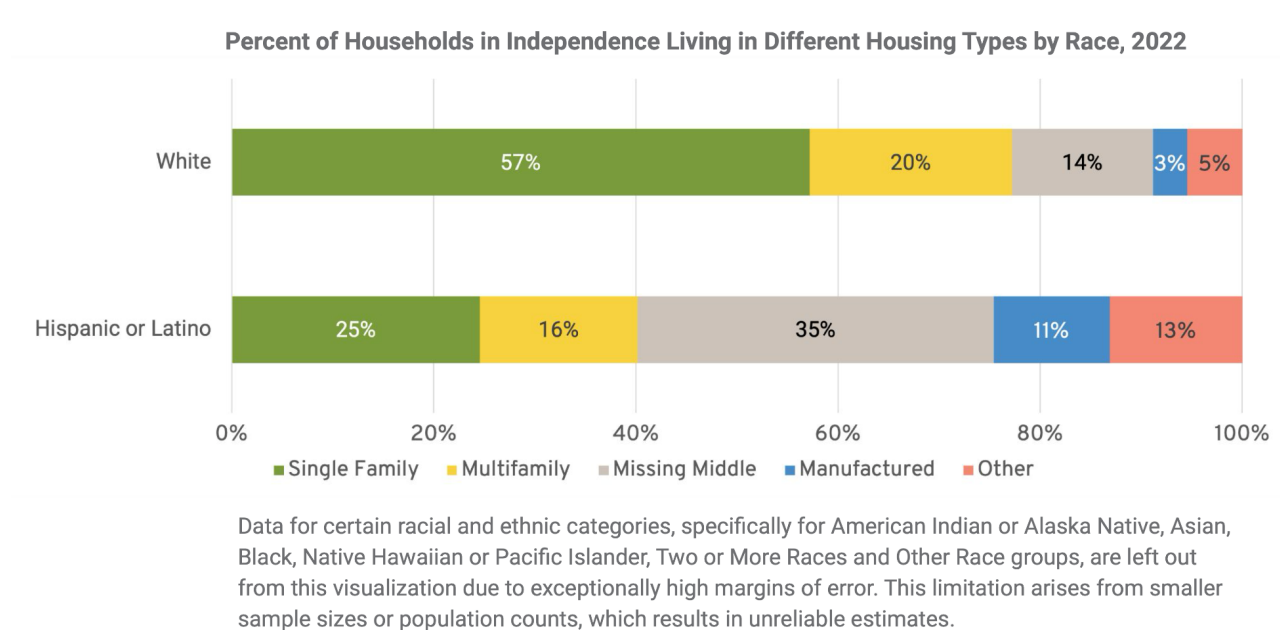
Independence's renter households disproportionately live in multi-family (45%) and middle (30%) housing. Initiatives that support the further growth of multi-family and middle housing in Independence will help to meet the needs of renters and support a competitive rental market where rents are less likely to rise quickly.



American Community Survey 5 Year Estimates, Table B25125

Households of color are less likely to live in detached single-family homes in Independence. According to the 2022 American Community Survey, 57% of White households live in detached single-family homes, while only 25% of Latino households live in the housing type. As a result, White households are more likely to benefit from the wealth-building opportunities that are associated with the homeownership of detached single-family homes.

The prevalence of missing middle housing, particularly townhomes, in Independence, however, does offer a different and often more affordable avenue to homeownership. 35% of Latino households live in missing middle housing, even though the housing type represents only 17% of housing stock. Still, just 6% of missing middle housing in Independence has an ownership option. Creating more ownership opportunities in the missing middle housing stock may be key to building homeownership among communities of color.

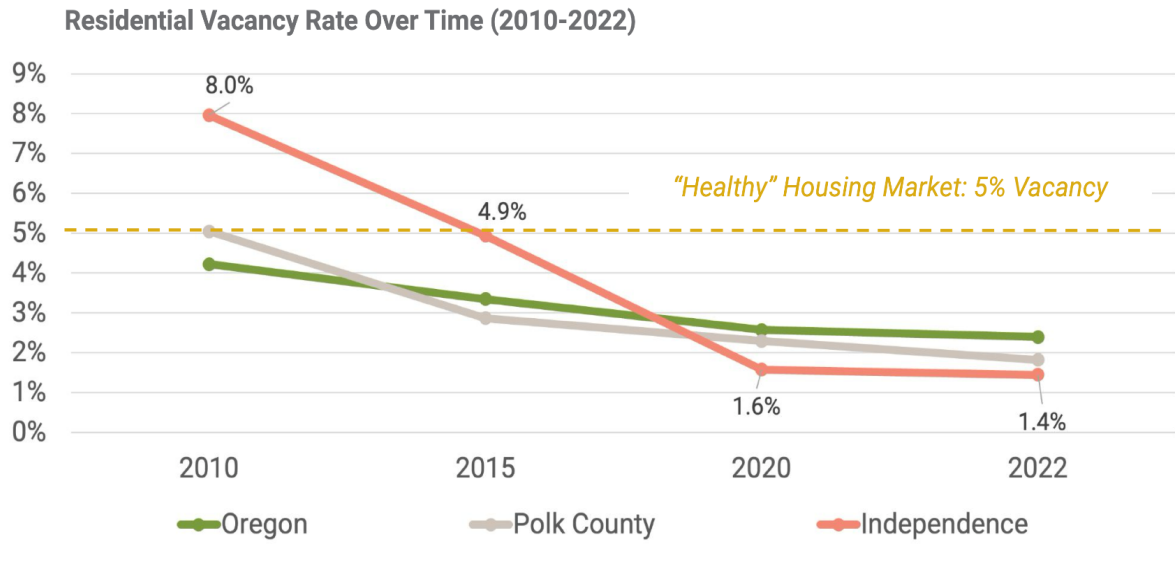


American Community Survey 5 Year Estimates, Table B25032

Housing Market Dynamics

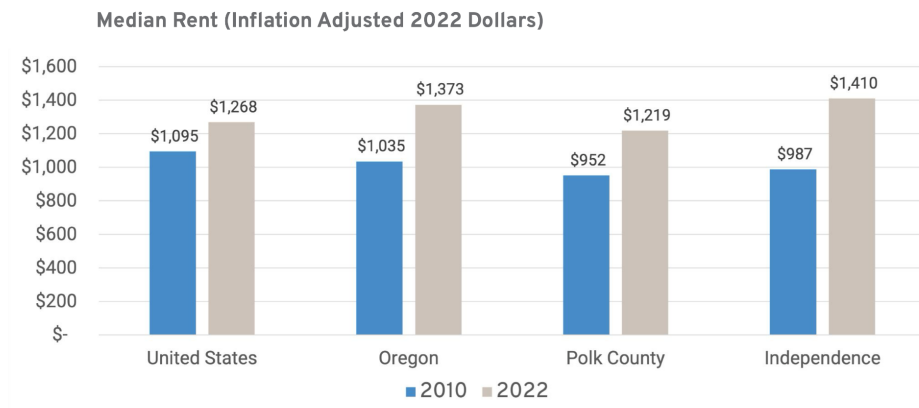
Vacancy and Cost

Much of Independence's 20-year housing need comes from expected growth. However, previous underproduction in the city has also contributed to the overall need. Independence's residential vacancy rate has fallen from a high of 8% in 2010 to a prohibitively low 1.4% in 2022. This nearly 7% point drop in the residential vacancy rate dramatically outpaces the county (a 3% point drop) and state (a 2% point drop) as a whole.



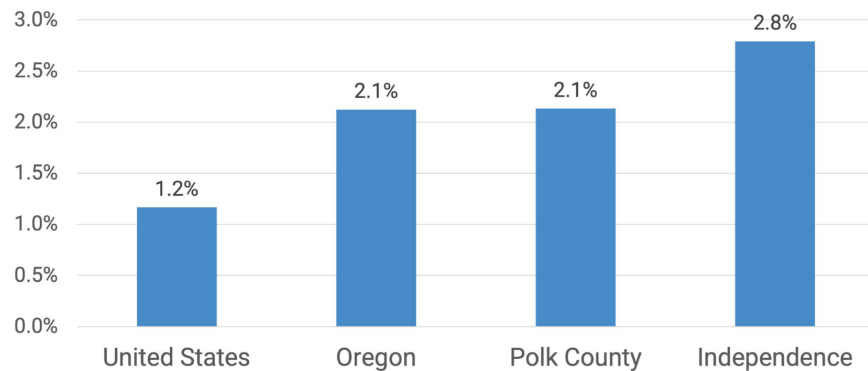
American Community Survey 5-Year Estimates, Table B25004. Includes typical market vacancy (e.g. for sale, for rent), excludes recreational and seasonal housing and “other” vacancy (e.g. abandonment, foreclosure)

When vacancy is low, price increases are more likely due to competition among renters and buyers for the limited available stock of housing. Between 2010 and 2022, Independence’s median gross rents grew by over \$423 per month after adjusting for inflation, compared with \$340 per month statewide. Likewise, Independence’s home values grew at a faster annual rate than state- and nationwide averages. Increasing housing supply and alleviating low vacancy is crucial to moderating future price increases.



American Community Survey 5 Year Estimates, Table B25064

Compound Annual Growth Rate in Real Median Home Value (2010-2022)

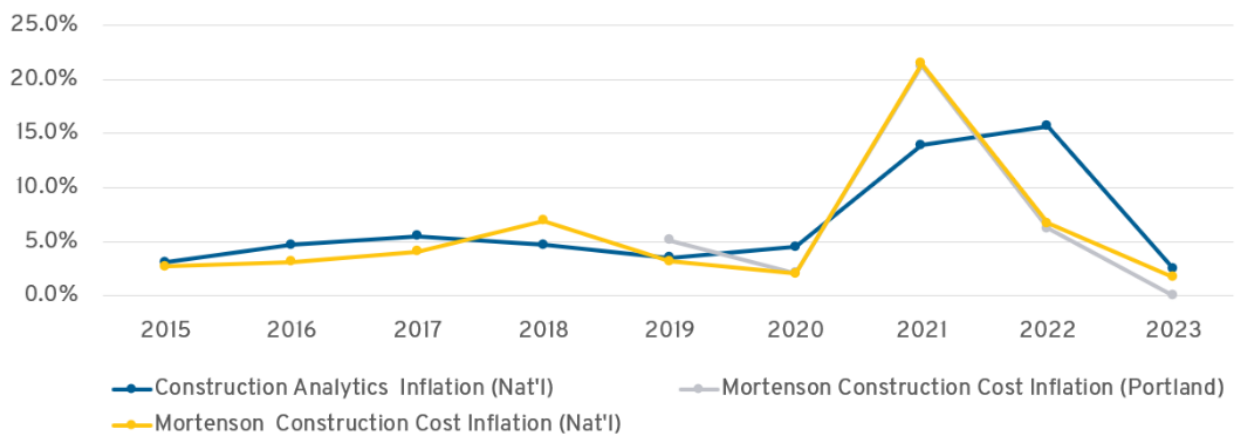


American Community Survey 5 Year Estimates, Table B25077

Existing and Expected Barriers to Production

Since 2020, development costs have risen sharply. Mortenson’s Construction Cost Index indicates that the Portland region experienced a 29% increase in construction costs between 2020 and 2024. Developers reported similar construction cost inflation in Polk County and Independence. Interest rates have also increased since 2020, dramatically raising the cost of borrowing for both buyers and builders. These macroeconomic headwinds have caused the cost of development to rise to the point that some projects are no longer economically feasible at prices or rents that the market can support. These larger economic factors pose a significant barrier to the production of housing in the near-term .

Percentage Year over Year Inflation in Construction Costs



Mortenson Construction Cost Inflation; Ed Zarenski Construction Inflation

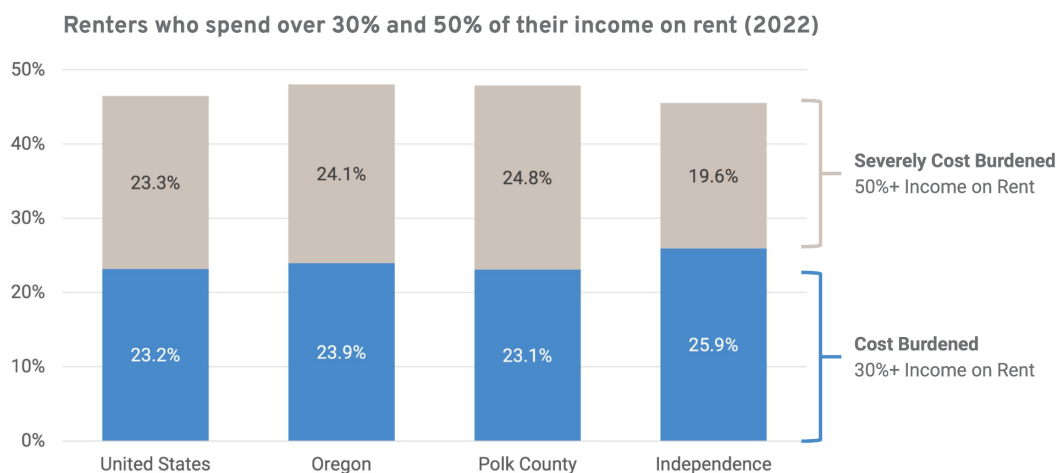
A statewide survey of government staff and developers by the University of Oregon’s Institute for Policy and Research and Engagement reinforced the perspective that construction costs are major barriers to production. Six of the 12 barriers perceived by respondents as “extreme” had to do with construction costs (both materials and labor) and labor availability. The report also found that the land cost and the related availability of development-ready, adequately zoned sites were also considered major barriers.

Infrastructure, systems development charges, and various regulatory details were deemed to be more moderate barriers to production.

Real estate is cyclical, and eventually cost, price, and rent conditions will reach a new equilibrium in which development is more feasible. In the meantime, adopting policies to support lower development costs, broaden the labor pool, open land to development, and prepare the land for development will be crucial to addressing these difficult conditions.

Cost Burden

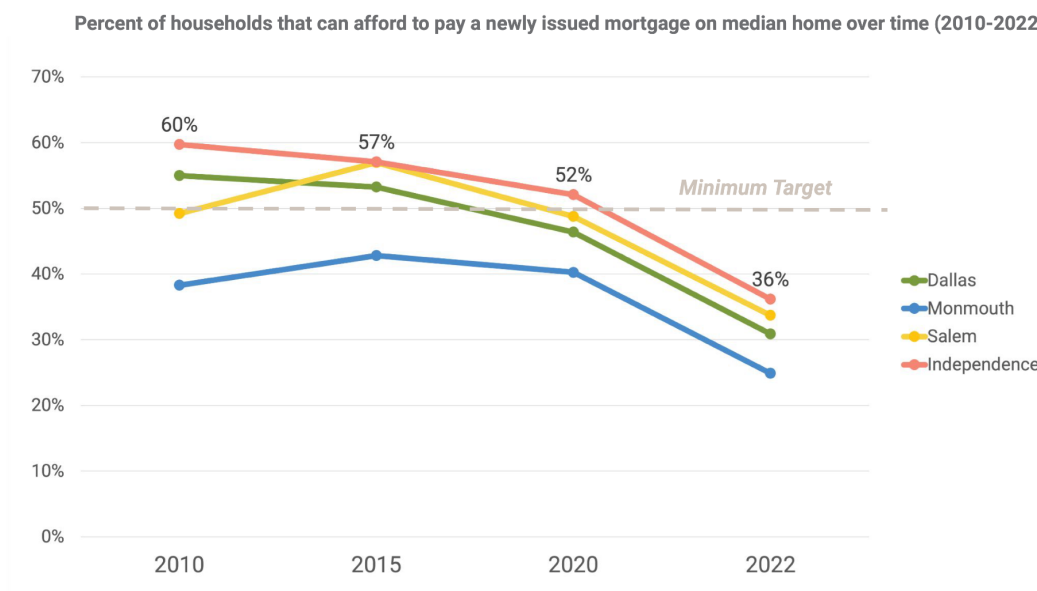
About 46% of Independence's 1,200+ renter households are cost burdened.



American Community Survey 5 Year Estimates, Table B25070

Per the 2022 American Community Survey, the share of renters that were considered cost-burdened and/or severely cost-burdened (46%) was comparable to national (46%), statewide (48%), and county (48%) averages. While comparable to conditions in other communities, many renters in Independence pay more than what is considered to be affordable for housing, especially given all other costs of living, such as food, healthcare, and education.

After price & interest rate spikes, fewer than half of households in Independence can afford a typical mortgage.



Zillow Home Value Index (seasonally adjusted, all for sale homes); Federal Reserve Bank of St. Louis (FRED) average 30-year mortgage rates; SmartAsset & Nerdwallet tax and insurance estimates for Oregon

The American Community Survey (ACS) tracks cost burden related to homeownership, but it does not provide an accurate, up-to-date picture of the current ownership housing market. This is because many homeowners reflected in the ACS data secured low mortgage rates and bought homes at lower prices decades ago, resulting in a lower cost burden today. A more accurate measure of housing affordability over time is the percentage of households that can afford a newly issued mortgage on a median-priced home.

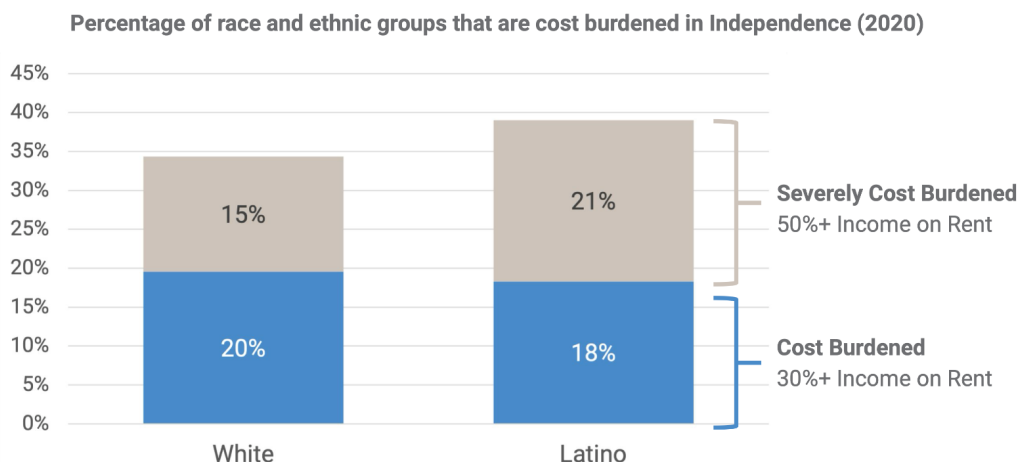
The majority of households in Independence were once able to afford to buy the median-priced home in the city. However, when interest rates climbed, Independence experienced a significant blow to the affordability of homeownership. Now, fewer than 40% of households can afford a newly issued mortgage on the city's median-priced home. Still, Independence is more affordable than neighboring cities. In Monmouth for example, just 25% of households can afford a newly issued mortgage. The housing cost increases will inevitably put more pressure on Independence's housing market, underscoring the urgent need to reduce barriers to housing development in the city.

Needs of Communities of Color

Statewide, Black & Latino households – whether owners or renters – are cost burdened most often than other households. Independence has a high percentage of Latino residents in particular.

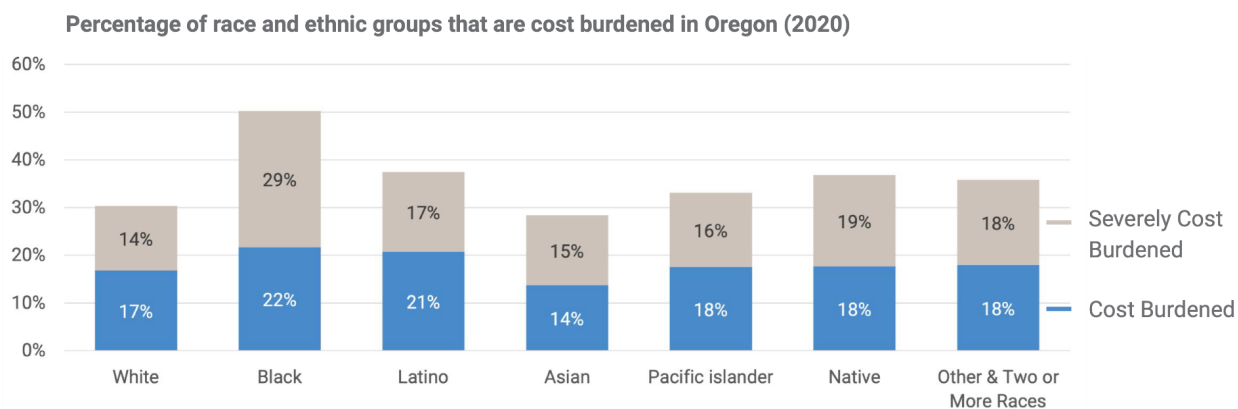
As explained above, roughly 44% of Independence residents are people of color, well above the share of the population statewide. Independence is 38% Latino, nearly three times the statewide share (14%). Per the latest available data from the Department of Housing and Urban Development (2020), roughly 39% of

Independence's Latino residents were cost burdened, surpassing the rate of cost burden among White residents (35%). Latino households were also more likely to be severely cost burdened.



HUD Comprehensive Housing Affordability Strategy (CHAS) data, Table 9, 2016-2020 estimates

Though margins of error are too high to evaluate housing cost burden broken down by other race categories in Independence, statewide trends suggest that communities of color - especially Black, Latino, and Native populations - tend to be cost burdened at the highest rates. This data highlights the importance of planning for the housing needs of communities of color across the state, including in Independence.



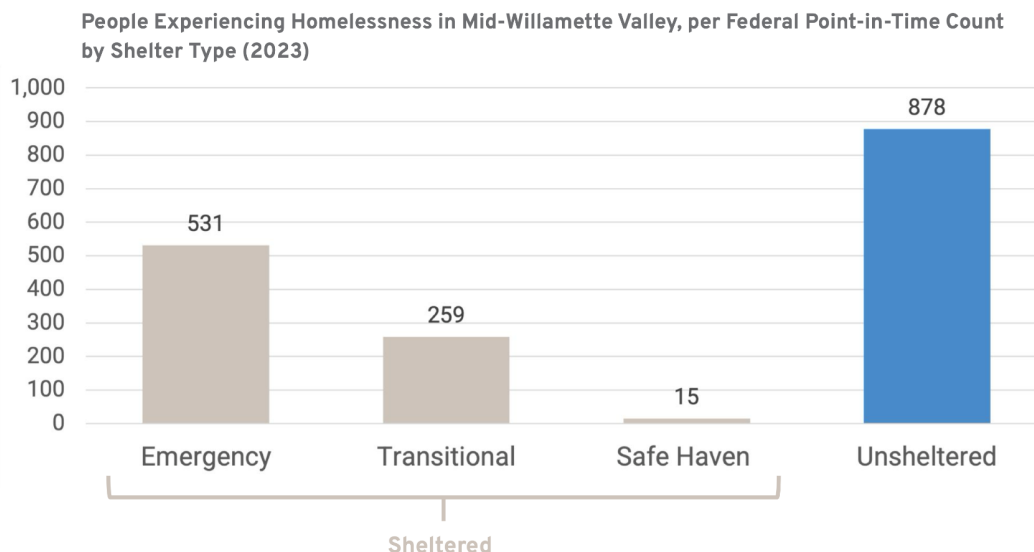
HUD Comprehensive Housing Affordability Strategy (CHAS) data, Table 9, 2016-2020 estimates

For further information on the housing needs of communities of color, see the “Needs of People Experiencing Homelessness” and “Existing Housing & Who Lives in Different Kinds of Housing” sections, which contain housing-need data disaggregated by race and ethnicity.

Needs of People Experiencing Homelessness

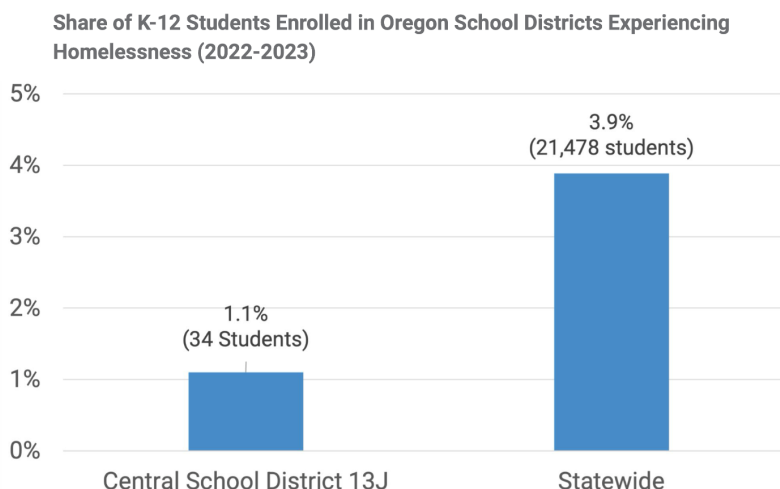
Homelessness Trends

According to the Mid-Willamette Valley Homeless Alliance January 2023 Point in Time Count, 1,683 people across Polk and Marion counties were experiencing homelessness. The majority of people experiencing homelessness were White (83%). However, individuals who were Multiracial (6%), Black (4%), American Indian (5%), and Native Hawaiian (2%) were disproportionately represented compared to the region's overall population.



County and Polk County Continuum of Care, Homeless Counts and PIT Resources. See <https://mwvhomelessalliance.org/>

McKinney Vento data on student homelessness from 2024 shows that about 1% of students in Central School District 13J are experiencing severe housing insecurity and homelessness. Statewide, 4% of students are experiencing or at risk of experiencing homelessness. Much of this homelessness is likely not reflected in the Point in Time count. McKinney Vento data suggests 22 students were living doubled-up with another family, six were living in a shelter, and six were living unsheltered.



McKinney Vento Act, 2022-2023 Homeless Student Data. See <https://www.oregon.gov/ode/schools-and-districts/grants/esea/mckinney->

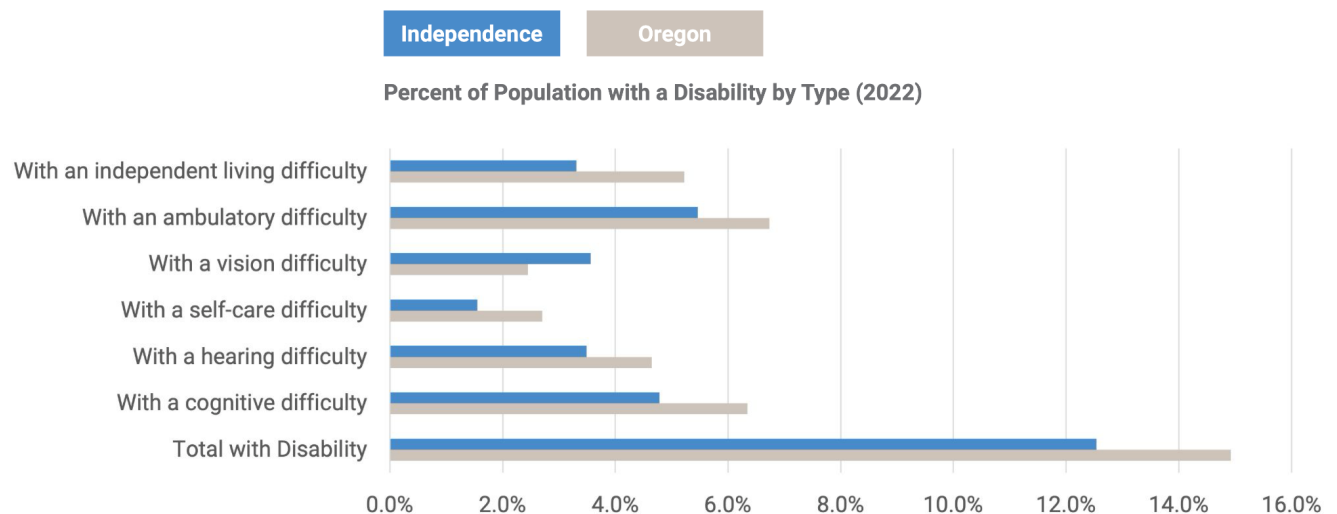
Homelessness Services Use and Provision

To combat the increase in homelessness, the County and region is responding with investment in the continuum of homelessness services, funded by a \$1 million grant from the State of Oregon through House Bill 4123. Partners Aligned Toward Housing Solutions (PATHS) was established in 2022 as an advisory board to serve rural Polk County. Among other things, the board was responsible for developing a five-year strategic plan to combat and prevent homelessness in the region.

Needs of Seniors & People with Disabilities

Per the 2022 American Community Survey, Independence had a significantly smaller percentage of seniors than the state as a whole (10% vs. 18%). Still, the percentage of seniors in Independence had risen slightly over the last decade. Per the Department of Housing and Urban Development, about 47% of Independence's residents aged 62 and over face at least one of the following housing problems: cost burden, overcrowding, or inadequate kitchen or plumbing facilities. Statewide this figure was 33%, indicating seniors in Independence tended to have housing problems at much higher rates. Given the growth in the senior population and their housing challenges, senior needs are key to plan for, even if the Independence is several years behind the statewide curve for population aging.

The city also had fewer individuals with disabilities than the state as a whole (13% vs. 15%), likely due to Independence's relatively young population. As the city ages, it should expect the percentage of residents with a disability to rise.



American Community Survey 5 Year Estimates, Table S1810

People with disabilities are more likely than people without them to live in poverty. In Oregon, 21% of the population with a disability lives below the poverty line (compared with 10% of the non-disability population). While this data is not available at the city level, the statewide information implies that the Independence can expect to serve the needs of more households with disabilities if it successfully adds more housing affordable to lower-income households. People with disabilities likely want to live in

Independence but cannot afford to, and affordable options are key to serving the demographic. The City may additionally want to consider strategies to encourage the development of housing units that meet higher standards of accessibility for people with mobility impairments.

3. Community Engagement

Housing is a key issue in Independence, and the implementation of the Housing Production Strategy (HPS) will impact existing and future residents of the city. As such, the HPS was developed with input from a variety of community members and stakeholders, including residents, land and housing developers, representatives of historically marginalized communities, and policymakers. The engagement process included:

- Three meetings of an Advisory Committee (AC)
- Three joint work sessions with the Planning Commission and City Council
- Six stakeholder interviews, three with housing producers and three with representatives of historically marginalized communities
- A Virtual Open House and Community Survey open to the public

Advisory Committee Meetings

The HPS Advisory Committee (AC) was comprised of ten community members identified as experts on housing in Independence. The AC included representatives from Independence's housing development community (including multi-unit, detached, small home, land, and affordable housing developers), contractors, real estate brokers, lenders, and property managers. AC meetings were held in May, September, and November 2024 to review potential housing actions for the HPS, discuss priorities and concerns, and share community and policymaker feedback.

AC members quickly identified system development charges (SDCs) as a significant barrier to housing development in Independence, particularly for multi-family and single-family homes. According to AC members, recent SDC hikes, coupled with high land and infrastructure costs, have created a development environment where few projects are economically viable.

While lowering SDCs emerged as the most urgent action for housing production, AC members also identified the potential for URAs (Urban Renewal Areas), adjusting parking requirements, creating overlays to increase densities in certain areas, and promoting Accessory Dwelling Unit (ADU) development to reduce barriers to housing development.

Planning Commission and City Council Meetings

Joint Planning Commission and City Council work sessions were held in May, September, and December 2024 to provide an overview of the HPS requirements and process, receive feedback on the Contextualized Housing Need memo, and discuss and receive feedback on draft strategies and actions.

The Planning Commission and City Council committed to a proactive approach to address affordable housing challenges in Independence, with a focus on collaboration, creative solutions, and community-specific needs. The group discussed strategies to address the diverse needs of the community, including first-time homebuyers, seniors, and the Latino population. Considering the city's financial constraints, particularly its limited general fund and resources for housing incentives and investments, the group zeroed in on low- or no-cost strategies, including partnerships with affordable housing developers,

institutional landowners like churches and hospitals, and utility providers. They also supported regulatory changes, such as zoning adjustments to encourage smaller, more affordable housing types, and determined actions, including Urban Renewal, required further evaluation.

Stakeholder Interviews

Targeted Engagement with Housing Producers

The consultant team collaborated with the City to identify and interview housing producers for their perspectives and experience in Independence. Housing producers included both private and non-profit housing developers, as well as other stakeholders in the development community. Below is a summary of the key themes that emerged from these interviews:

- SDCs are prohibitively costly in Independence. The fees may be stifling development and encouraging regional developers to build elsewhere. Experts interviewed encouraged the city to explore options for waivers, exemptions, or other routes to ease SDC fees.
- Land for development is hard to find in Independence. Affordable housing developers are particularly seeking the city's support to address this challenge. A City-maintained inventory of land that is most suitable for residential development in the near term could be useful. Partnerships between the City and developers to build on city-owned or other publicly owned land would also help meet housing needs.
- Developers are paying high costs for public works improvements. Pre-application processes do not always provide adequate certainty and predictability in terms of the extent and cost of city-required improvements.
- City planning staff in Independence have a reputation of being “affordable housing allies” and have, by all accounts, been great partners. Still, given the work required ahead, experts interviewed proposed that the HPS include creating a dedicated Housing Coordinator position as a strategy.

Targeted Engagement with Equity Priority Populations

The consultant team collaborated with the City to hold three focus groups comprised of stakeholders or organizations that work with equity priority populations. The goal of this engagement was to understand needs around accessing and navigating housing services; culturally specific housing types, preferences for design, amenities, transportation, and location; and social services and program needs. Below is a summary of the key themes that emerged from these discussions:

- There is a high demand for affordable housing options in Independence, including single-family homes, apartments, and smaller units like cottages or townhomes.
- There is a need for housing that accommodates diverse family sizes and structures, including multigenerational households and families with children.
- Accessibility is a concern, particularly for seniors and people with disabilities, underscoring the need for single-level units and accessible amenities.
- Stakeholders expressed a desire for more amenities such as private outdoor space, playgrounds, and community areas, and parking.

- Participants raised concerns about the impact of new housing on traffic, schools, and existing infrastructure.
- Renters faced challenges such as a high barrier to entry (high deposits for rentals) and too few units that accept housing vouchers.

Virtual Open House and Survey

In the Fall of 2024, the consultant group published an interactive website and online community survey to educate the public about the HPS project and solicit feedback on housing needs in Independence. Sixty-four people responded to the survey, 85% of whom lived in Independence. 70% of respondents were homeowners, and a majority self-described as White women between the ages of 35 and 54. Key themes from the survey are summarized below:

- The top three preferences for home alternatives in Independence were smaller detached houses on smaller lots, attached homes in a smaller building (townhouse, duplex, triplex, or quadplex), and ADUs
- Survey respondents overwhelmingly prioritized recreational amenities (i.e. playgrounds, nature parks, trails, etc.) as the most desirable feature to have near new housing development.
- Opinions were split on which unit types were hardest to find in Independence, with moderate consensus that three- and four-bedroom homes were harder to find than smaller units.
- Off-street car parking, private outdoor space (balcony, patio, yard), and homes designed for multigenerational living were “very important” housing-related features often missing in homes in Independence.
- The majority of survey respondents believed the following strategies would be important to prioritize if the City were to make changes to zoning and land use rules to encourage more housing production:
 - Creating more opportunities to build for-sale homes
 - Creating more opportunities to build rental homes
 - Reducing barriers to building unconventional housing types like tiny homes or modular homes
 - Using zoning rules to encourage builders to provide units that are required to be affordable to households with low or moderate incomes
- An overwhelming majority (73%) of respondents believed that housing production strategies should focus on creating homeownership opportunities for low- and moderate-income households. Respondents were less concerned about producing homes designed to accommodate people with disabilities or supportive services for people exiting homelessness.
- 66% of respondents supported the City working with other government agencies and institutions to repurpose land that is no longer needed for public uses to build affordable housing.

Integrating Community Feedback into HPS

Input from housing stakeholders, the Advisory Committee, the Planning Commission and City Council, and public shaped recommendations in the HPS. The insights from the engagement activities helped the consultant team focus on the types of strategies that would be the most effective in meeting

Independence's housing needs, while being supportable by the community. The general themes of this input included:

- There is broad consensus that development costs, including SDCs, are prohibitively high in Independence.
- There is an interest in assessing the feasibility of Urban Renewal to help facilitate affordable housing development and offset development costs.
- There is a need for more affordable housing options, particularly single-family housing options, for lower-income households and large intergenerational households.

Many of the Incentive & Investment and Regulatory actions are responsive to these themes, including recommendations to revise SDCs for housing development, pursue Urban Renewal to fund housing investments, and zoning changes that specifically address ownership housing options, including cottage housing and small lot single-family houses.

4. Actions to Meet Future Housing Needs

Each housing action in this document falls into one of four categories:

- Partnerships & Communication
- Regulatory
- Incentives & Investments
- Land

Each action is documented in a summary table, which includes a description; affordability, housing type, tenure, demographic targeted; magnitude of impact; implementation steps and considerations; and implementation timeline. Actions will impact the production of needed housing over time, with some actions having nearer-term effects and others longer-term effects.

Housing Need Targets

This section considers the anticipated impact of each action on housing needs in four areas:

Affordability Targets: This section evaluates the degree to which an action will help to produce housing affordable to various income levels. The evaluation is based on the housing types that are most likely to be produced as a result of the action and the extent to which the City can target the action to meet housing for certain income levels. The following descriptions and table summarize the affordability targets used for this report.

- **Deeply Affordable:** Deeply affordable housing refers to housing units that are affordable to households earning less than 30% of the area median income. These housing units are typically rental properties that are developed with public subsidies and include mechanisms such as deed restrictions to ensure residents meet income requirements.
- **Affordable:** Affordable housing refers to housing units that are affordable to households earning less than 60% of the area median income. Like deeply affordable housing units, affordable housing units are typically rental properties that are developed with public subsidies and include mechanisms such as deed restrictions to ensure residents meet income requirements.
- **Workforce:** Workforce housing refers to housing units that are affordable to households earning between 80% and 120% of the area median income. Workforce housing can be rental or ownership units that target middle-income workers, may or may not be developed with public subsidies, and may include employment-based deed restrictions to ensure residents work in the community where the housing is located.
- **Market:** Market-rate housing refers to non-subsidized housing properties that are rented or owned by those who pay market-rate rents or market value to purchase the property.

Attainable Monthly Housing Cost (30% Family Income)

Affordability Target	Percent of Median Family Income (MFI)	Monthly Housing Cost Range
Deeply Affordable	Less than 30%	\$530 or less
Affordable	30% to 80%	\$530 to \$1,412
Workforce	80% to 120%	\$1,412 to \$2,188
Market-Rate	Over 120%	\$2,188 or more

Source: City of Independence Housing Needs Analysis 2023-2043,
Appendix A, Exhibit 11

Housing Type Targets: This section evaluates the degree to which an action will help to produce single-detached, “missing middle,” and multi-family housing. In this document, these terms are used to refer to housing types as defined below:

- **Single-Detached Housing:** A detached, single-family house located on its own lot.
- **Middle Housing:** A range of detached and attached housing types that are typically higher density than single-detached units and include smaller units, including duplexes, triplexes, quadplexes, townhouses, and cottage cluster housing.
- **Multi-Family Housing:** A development or building with five or more attached units located on a single lot.

Tenure Targets: This section evaluates the degree to which an action will help to produce housing that is either for sale or for rent.

Demographic Targets: This section evaluates the degree to which an action will meet the needs of households with specific socioeconomic and demographic characteristics.

Impact

The HPS considers the anticipated magnitude of impact, implementation steps and considerations, and implementation timeline for each action.

Magnitude of Impact: Each action is assessed for the magnitude of impact it is projected to have on meeting the targeted housing need, as described above. The actions are rated on scale with three tiers as follows:

*** **Low or no impact:** This indicates that the action is likely to have a minimal or limited effect on housing production generally or on meeting a specific housing need. It may support housing production, but on its own, it is not likely to spur new housing development.

*** **Moderate or potential impact:** This indicates that the action is likely to have a more substantial impact on housing production of the target housing type(s) or needs. The action may be impactful enough on its own to spur new housing development that meets a specific housing need.

*** **High impact:** This indicates that the action is likely to have a significant, wide-reaching impact on housing production of the target housing type(s) or would directly spur housing development that meets a specific housing need.

5. Actions by Implementation Timeline and Impact

Action Group	Action Title	Implementation Years				Action Impact
		1-2	3-4	5-6	7-8	
Partnership & Communication Actions	Action 1.1 : Housing Working Group					High
	Action 1.2 : Promote ADUs					Medium
	Action 1.3 : Community Land Trust Partnerships					Medium
	Action 1.4 : Institutional Landowner Partnerships					Medium
	Action 1.5 : Technical Assistance					Low
Regulatory Actions	Action 2.1 : Rezone Land to RH Zone					High
	Action 2.2 : Increase Maximum Density in RH Zone					High
	Action 2.3 : Encourage Dense Housing Types in MX Zone					High
	Action 2.4 : Expand Housing Types in RS & RM Zones					Medium
	Action 2.5 : Cottage Cluster Housing					Medium
	Action 2.6 : Minimum Density in RM & RH Zones					Medium
	Action 2.7 : Small Lot Homes in RM & RH Zones					Medium
	Action 2.8 : Housing in Commercial Zones					Medium
	Action 2.9 : Parking Requirements Reductions					Medium
	Action 2.10 : Infill Standards & Review					Medium
	Action 2.11 : Affordable Housing Review					Medium
	Action 2.12 : Affordability & Accessibility Incentives					Medium
	Action 2.13 : Manufactured Homes Preservation					Medium
Incentive & Investment Actions	Action 3.1 : Urban Renewal Areas					High
	Action 3.2 : SDC Methodology					High
	Action 3.3 : Infrastructure Grants					Medium
Land Actions	Action 4.1 : Inventory & Assess Land					Medium
	Action 4.2 : Intergovernmental Agreements for Land					High
	Action 4.3 : Land Banking					High

1. PARTNERSHIP & COMMUNICATION ACTIONS

Convene a housing working group to pursue funding opportunities and implement housing actions

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
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IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Convene a housing working group composed of City staff, civic, institutional, faith-based, business, and construction (private, public, and nonprofit) stakeholders to meet regularly and lead the exploration of opportunities to facilitate both affordable and market-rate housing development. The activities of the working group could include:

- Meeting with large employers to identify ways to partner to provide workforce housing
- Assisting in the implementation of housing strategies identified in the HPS
- Meeting with developers to proactively pursue the State's New Housing Project Revolving Loan Fund and identify potential projects (see [Action 3.3](#))
- Assessing land and conducting outreach to landowners to identify potential parcels for housing development (see [Action 4.1](#))
- Making policy recommendations and resource requests based on the above conversations.

Magnitude of Impact

High impact. Facilitating collaboration among partners can lead to housing developments that would otherwise not have occurred.

Implementation Steps and Considerations

- The City should develop a list of stakeholders and organizations, recruit participation, and convene a housing working group.
- The group can help to support a pro-housing culture in Independence by:
 - Offering technical support to help stakeholders understand housing-related zoning and infrastructure needs, as well as opportunities to collaborate on funding opportunities.
 - Facilitating connections with local developers who may be interested in partnering to build on civic, institutional, faith-based, and employer-owned sites.
- The City should also understand stakeholders' ability to help with implementation and understand who can help be leaders in the housing working group to assist with action implementation and funding pursuits.
 - Staff time and funding may be necessary to engage with these organizations and assist with strategy implementation.

Promote the development of accessory dwelling units (ADUs)

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	---------------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Make Accessory Dwelling Units (ADUs) easier and quicker for homeowners to build by providing resources to support and expedite the permit and development process. An important way to promote ADUs is pre-approved ADU building plans. Pre-approved plan sets are building designs that have been reviewed for compliance with the building code and any development standards regulating form and design. An applicant that proposes to use the plans would be eligible for a streamlined permit review.

The plans could be designed for constrained lots and to minimize the cost of construction to ensure they can be used widely. The plans could also feature accessibility and energy efficiency improvements to support other city goals and housing needs. Pre-approved plans would streamline permitting procedures for the housing types, thereby reducing development timelines, uncertainty, architectural costs, and other barriers to entry. Pre-approved plans would also reduce architectural costs and barriers to entry for less seasoned builders, such as homeowners.

Additional resources could include simplified guides for zoning and building code standards, webinars or education sessions, and/or a city webpage with links to these and other ADU resources.

Magnitude of Impact

Medium impact. Providing these resources will broaden the opportunity and lower the cost for homeowners to add additional units to their sites. In smaller markets with fewer developers, strategies that empower homeowners to add ADUs to their lots can result in meaningful additional housing. ADUs can be particularly suitable housing types for multigenerational households, a high-need housing type for Independence.

Implementation Steps and Considerations

- Determine if plan sets developed by DLCD can be adapted for the City.
- Engage with local developers, contractors, and homeowners who have built ADUs in Independence to understand common barriers and challenges to ADU development. Use feedback to position pre-approved plans and other information resources for success.
- The City would need to hire an architect or work with a higher education institution to produce plans. Consider a creative solution to developing pre-approved plan sets, such as partnering with a college or university to create a student competition to develop the best plans.
- Advertise the pre-approved plans and information resources to property owners, contractors, and builders.

Build partnerships with community land trusts

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	---------------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Form partnerships with existing community land trusts operating in the region and other regions of the state in order to encourage them to operate in Independence (see [Action 1.1](#)) and be a recipient of the future disposition of land or land banking by civic or institutional partners (see [Land Actions](#)).

Community land trusts are nonprofit, community-based organizations that support long-term affordable housing development by controlling the underlying land and thereby reducing or eliminating the land cost for development. Community land trusts can take several forms, but most are administered by a nonprofit or nongovernmental entity with a mission of managing a portfolio of properties to support affordable housing development over many years. Many land trusts facilitate affordable homeownership units, which is a priority for the HPS actions.

Magnitude of Impact

Medium impact. There are few middle housing ownership options in Independence, and affordable homeownership housing is a priority for this HPS. If a local community land trust is formed or expanded as a result of city actions, it could have a significant impact on the number of income-restricted affordable homeownership units in the city. The magnitude of the impact depends on how well-funded the community land trust is and how many sites it is able to acquire.

Implementation Steps and Considerations

- The City can play a support role in the operation of a community land trust in Independence by helping to convene local housing organizations, charities, foundations, or other stakeholders on a periodic basis.
- One way the City could support a land trust partner is to assist with creating an inventory of suitable sites for housing development and then conducting an additional analysis to identify properties most suitable for development in the short-term based on infrastructure conditions, location, and other factors (see [Land Actions](#)).
- Consider supporting land trust partners with any land divisions, zoning changes, and other pre-development activities to bring certainty to these projects and shorten their development timelines.

Connect institutional landowners to potential development partners

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
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IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Connect mission-driven institutional landowners, including civic, cultural, and religious organizations, with housing developers to develop housing on their land (see [Land Actions](#)).

Some institutional landowners may have property that exceeds their long-term needs. The landowners may also view income-restricted housing development and work benefiting homeless and very low-income populations as consistent with their missions and may therefore be interested in partnerships to support housing development. Parcels owned by institutions often have additional advantages, ranging from property tax exemptions to supportive legal provisions (ORS 227.500, SB 8 (2021)) to eligibility for specialized funding sources or fundraising mechanisms.

Magnitude of Impact

Medium impact. The magnitude of impact depends on how many institutional landowners have surplus land that they are willing to dedicate to housing development. However, even if the action resulted in one new housing development that served a very low-income population, the action could have a significant positive impact on the housing need.

Implementation Steps and Considerations

- Engage with civic, cultural, and religious organizations and other institutional landowners to understand long-term plans for their sites and assess their willingness or ability to participate in a public-private partnership or other development project.
- Offer technical support to help institutional landowners understand housing-related zoning and infrastructure issues and pursue applicable state and federal grants.
- Facilitate connections with local developers who may be interested in partnering to build on institution-owned sites.
- Given this action could provide the opportunity to reduce the cost of land for a housing project, focus these efforts on partnerships that will result in affordable or deeply affordable housing, which are most difficult to build without a range of subsidies, cost offsets, and funding sources.

Provide information and technical assistance to small developers

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	--------	------------

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Provide information and technical assistance to small developers to assist with housing development, including helping to find suitable sites for housing development, helping to understand the land use permitting processes and incentive opportunities, and offering a sense of clarity and certainty about the requirements for housing development.

Small developers may not have the resources or expertise to navigate complex permitting and review processes and/or may be unaware of the potential resources available. However, they are a valuable part of the local developer pool, often taking on projects, such as smaller infill developments, that larger developers do not.

Magnitude of Impact

Low impact. While this action would help reduce uncertainty about city regulations and permitting processes, which would remove barriers to the development of certain housing types, the approach alone is unlikely to spur significant new housing development.

Implementation Steps and Considerations

- Produce clear, easy-to-use information that would be distributed on the City website or at City Hall. Gather common housing developer questions and prepare answers. Compile and provide the information as a fact sheet or FAQ on the City website and print for distribution at City Hall.
- Poll local small developers about specific workshops or information that would be helpful and work to present and provide the information when feasible.
- Offer webinars, YouTube videos, or training sessions to help small builders become familiar with the permitting process and available city resources.

2. REGULATORY ACTIONS

Rezone land to the High Density Residential (RH) Zone

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	--------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Rezone approximately 10-15 acres of land from lower density zones (including RS, RM, or MX Zones) to the RH Zone to increase the supply of land that is zoned for multi-family and higher density middle housing types. Per findings of the residential land needs analysis, there is a very small surplus of housing capacity within the Urban Growth Boundary (UGB) for townhouse/plex and multi-family units and a large surplus of housing capacity for single-family detached homes. Rezoning land to the RH Zone would make more development sites available for multi-family and middle housing types and create opportunities for development of the higher density housing in a wider variety of locations. The effort would also help address equity and fair housing goals.

Magnitude of Impact

High impact. Rezoning land to the RH Zone helps ensure that developers and builders have sufficient land capacity to respond to the need and demand for higher-density housing.

Implementation Steps and Considerations

- Rezoning properties that lack sufficient access to infrastructure may require infrastructure extensions or upgrades to serve higher-density housing. Prioritize the rezoning of vacant or partially vacant properties with sufficient access to infrastructure and close to existing services and amenities to help minimize infrastructure costs during development and ensure a high quality of life for future residents.
- Rezoning in strategic locations, such as sites in Central Talmadge that are proximate to commercial services and the Monmouth-Independence Trolley, can help meet identified community needs for housing near services and transit.
- Higher-density housing may be perceived as incompatible with established patterns of lot size and house scale in some neighborhoods with predominantly single-family zones. This issue can be mitigated with appropriate development and design standards.
- Consider packaging this rezone with code changes outlined in [Action 2.2](#) to maximize the overall benefit of changes to the RH Zone.

Increase or replace the maximum density in the High Density Residential (RH) Zone

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	--------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Increase the maximum density in the RH Zone or remove the maximum density requirement entirely and replace it with a form-based regulation (such as Floor Area Ratio) to bring the density standard better into alignment with what is commonly achievable and market-supported.

The RH Zone's existing maximum density standard of 20 units per acre may create barriers to multi-family development by limiting the number of units that can be built. The RH Zone's existing maximum density standard is below the density that is commonly achieved in 3-story apartments in smaller towns or suburban areas. Multi-family developments can easily achieve densities of 25-35 units per acre even while meeting all parking, open space, and setback requirements.

Smaller and more affordable units are high-priority housing types for the HPS. Increasing or replacing the maximum density standard in the RH Zone would support the efficient use of land, help increase housing capacity, and encourage smaller units. If a developer has reached the maximum density for a site and cannot add more units, though the zoning envelope would otherwise allow a larger building, the developer is likely to build larger, more costly units.

Magnitude of Impact

High impact. Allowing more multi-family units per site reduces the land costs per unit, which enhances overall project feasibility and supports the creation of potentially affordable units.

Implementation Steps and Considerations

- Replacing the maximum density standard with a form-based regulation (such as Floor Area Ratio) would allow the City to regulate building form (and intensity of development) without unnecessarily restricting the number of units in a development.
- Specific density standards are not proposed at this stage. Further study of desired housing/building types is recommended to properly calibrate the maximum density or form-based regulation.
- If maximum density is replaced with a form-based regulation that is not appropriately calibrated to allow for commonly achieved densities, the standard can limit the number of units that can be built.
- Some areas in the RH Zone may require infrastructure extensions or upgrades to serve a larger number of units.

-
- Consider packaging this code change with rezoning changes outlined in Action 2.1 to maximize the opportunities for higher density housing.
-

Modify the Mixed Density Residential (MX) Zone to encourage a higher share of middle housing and multi-family housing

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	--------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Modify the regulations of the MX Zone to more effectively encourage the development of the wider mix of housing types. The MX Zone includes about 289 acres of undeveloped land, approximately 80% of the City's remaining supply of buildable residential property. To help address future housing needs, the zone requires new development to incorporate at least 15% of the dwelling units as multi-family units or townhouses. While approved master plans for proposed developments show areas that are set aside to meet this minimum share of multi-family units or townhouses, few applicants have submitted building permits to build the units.

The residential land needs analysis assumed that currently submitted master plans would be built as proposed and that at least 20% of future units would be multi-family units or townhouses. However, it is possible that developers will modify their approved master plans and not achieve the anticipated mix of units. Under this action, the City would evaluate alternative approaches to both ensure future housing production meets the housing mix requirements and satisfies the required share of multi-family and middle housing units in the MX Zone.

Magnitude of Impact

High impact. The MX Zone includes a large amount of undeveloped buildable land – over three-quarters of the City's remaining supply of residential buildable acreage. This presents a significant opportunity for the City to ensure that future housing provision meets projected needs citywide.

Housing developers often find it easier to build higher-density housing on undeveloped land, compared to infill projects in existing neighborhoods. Some of the buildable land in the MX Zone is near transit and commercial and service centers. Encouraging higher density housing development in these areas supports the goals of the Central Talmadge Plan and Southwest Independence Concept Plan to create walkable, transit-accessible neighborhoods.

Implementation Steps and Considerations

- Implementation steps could include:
 - Evaluation of whether the current requirement for a master plan that identifies locations for non-single-family housing types is likely to result in those multi-family or middle housing units being developed in the future.
 - Engagement with property owners and developers to better understand their long-term plans for areas within the Southwest Independence Concept Plan.
 - Evaluation of alternative approaches to the housing mix requirement, such as identifying specific areas appropriate for multi-family or middle housing units and applying a zone that would require the areas to be developed with those types.
 - Consideration for increasing the minimum share of multi-family or middle housing units to 20-30%, which is more in line with citywide housing needs. The requirement could also allow other lower cost, higher-density housing types, such as small lot single-family houses or cottage cluster housing, to count toward the total.
 - Higher-density housing may be perceived as incompatible with established patterns of lot size and house scale in some neighborhoods in the MX Zone. This issue can be mitigated with appropriate development and design standards.
 - Some areas in these zones may require infrastructure extensions or upgrades to serve the higher-density housing.
-

Allow a wider range of middle housing types in the Low Density Residential (RS) and Medium Density Residential (RM) Zones

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
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IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

The RS and RM Zones currently only allow single-family detached houses, ADUs, townhomes, and duplexes. Expand permitted housing types in the RS and RM Zones to include triplexes and quadplexes to provide more affordable housing options in the zones. Ensure that the housing types are allowed at densities that would encourage their development, especially on smaller infill lots (see [Actions 2.6](#)).

Magnitude of Impact

Medium impact. Together, the RS and RM Zones have approximately 41 acres of buildable land. This code change would create opportunities for smaller and more affordable units on these sites.

Additionally, triplexes and fourplexes may be more feasible to develop than single-family homes or duplexes due to lower land costs per unit, which enables lower rents/prices. This action is expected to create opportunities for workforce or market-rate housing for rent and sale, both of which are needed in Independence. The action however will likely not result in the production of affordable or deeply affordable units without other targeted actions.

Implementation Steps and Considerations

- Consider allowing for triplexes and quadplexes at the same density that is allowed today for townhouses (1 unit per 2,500 square feet).
- This code update may include new design and site development standards for the housing types to ensure they are designed to be compatible with existing development patterns and intensities in the RS and RM Zones.
- Sections 37-43 of SB 1537 require local governments to allow certain adjustments to local code for housing development projects that are within UGB. Adjustments can include reductions in requirements for setbacks; common area, open space, and landscaping; parking minimums; minimum and maximum lot sizes; building lot coverage, height maximums; and bike parking. Consider allowed adjustments when calibrating the standards for triplexes and quadplexes in these zones to ensure that projects granted the adjustments still meet the desired form and density for the zones.
- Consider packaging this code change with code changes outlined in [Actions 2.6](#) and [2.7](#) to maximize the overall benefit of changes to the zones.

Allow cottage cluster housing in all residential zones

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
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IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Define cottage cluster housing as distinct housing type in the code and allow it in all residential zones that allow single-family dwellings. Establish new design and site development standards to ensure projects meet the desired intent for the housing type and facilitate the construction of smaller, more affordable units.

Magnitude of Impact

Medium impact. Affordable homeownership housing is a priority for the HPS, and this action could allow for the development of for-sale housing units affordable to moderate-income households. Cottage cluster housing is a proven model for delivering smaller, more affordable detached housing, particularly on infill sites. The development type is often attractive for occupants and tends to blend better with neighboring developments when compared to other housing types. The impact of this action depends in part on whether cottage cluster standards align with market feasibility for development.

Implementation Steps and Considerations

- Adopt a maximum floor area cap of 1,200-1,500 square feet to encourage smaller, more affordable units.
- Establish minimum lot sizes of 7,000-10,000 square feet to ensure cottage clusters can be built on smaller infill lots.
- Consider establishing new design and site development standards to ensure projects meet the desired intent of the housing type.
- The Department of Land Conservation and Development (DLCD) has developed a model code for cottage cluster housing that larger cities have applied to comply with House Bill 2001. This code could be a useful reference for an Independence-specific code.
- Establish a set of clear and objective standards for cottage clusters so that even in cases where planning commission review is triggered, approval can be achieved through clear and objective decision criteria.

Establish a minimum density in the Low Density Residential (RS) and Medium Density Residential (RM) Zones

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	--------	-----

IMPACT TARGETS

AFFORDABILITY

***	Deeply Affordable
**	Affordable
**	Workforce
**	Market-Rate

HOUSING TYPE

***	Single-Family
**	Middle Housing
**	Multi-Family

TENURE

***	For Sale
**	For Rent

DEMOGRAPHIC

**	People of Color
***	People Experiencing Homelessness
**	People with Disabilities
**	Seniors

Description

Introduce a minimum density RM and RH Zone to discourage the development of detached single-family homes on larger lots, encourage efficient use of the remaining buildable land, and promote the development of middle and multi-family housing.

Magnitude of Impact

Medium impact. Establishing minimum density could encourage a higher share of townhouse/plex units in the zones, which would help to ensure the remaining buildable land (about 41 acres) is developed with a mix of housing units. While this action is expected to encourage the development of smaller, more affordable homes, the approach will not likely result in the production of affordable or deeply affordable units without additional targeted action.

Implementation Steps and Considerations

- Specific density or lot area standards are not proposed at this stage. Further study of desired housing/building types is recommended to best calibrate the minimum density.
- Calibrate minimum densities with new density standards for triplexes and quadplexes (see [Action 2.6](#)) to ensure that all allowed housing types are allowed at densities that would encourage their development, especially on smaller infill lots.
- Consider packaging this code change with the changes outlined in [Actions 2.4](#) and [2.7](#) to maximize the overall benefit of the proposals.

Allow for small lot detached houses in the Medium Density Residential (RM) and High Density Residential (RH) Zones

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	---------------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Reduce the minimum lot size for single-family detached houses to 2,500-3,500 square feet in the RM and RH Zones to ensure efficient use of land and offer opportunities for smaller single-family dwellings that may be more affordable than detached homes on larger lots.

The existing minimum lot size of 5,000 square feet for a single-family detached house in RM and RH Zones is a barrier to more attainable, smaller houses on smaller lots. To build on lots smaller than 5,000 square feet, the current code requires attached houses (townhomes or rowhouses) to be constructed. Based on input from developers and community members, having the additional option to construct a conventional detached single-family home is desirable.

Magnitude of Impact

Medium impact. Allowing small lot detached homes in the RM and RH Zones could potentially allow for the subdivision of large lots into more home sites, increasing opportunities for housing development and potentially facilitating the development of for-sale units that are affordable at workforce income levels.

Implementation Steps and Considerations

- Consider how reduced lot sizes align with density standards. A subdivision with 3,500 square-foot lots would have a density of 9-10 units per gross acre, which is within the current maximum density of the zone.
- Maximum lot coverage standards are 40% in the RM Zone and 45% in RH Zone. Typical square footages for 3-bedroom 2-bathroom single-family detached homes, a very common home size, are around 1,500 square feet. Coupling this action with an increase in lot coverage standards to 50% or 55% would allow for the development of this common home size.
- Demand for houses on smaller lots may be less than for homes on conventionally sized lots. However, given the lack of affordable for-sale housing, many households may be willing to trade smaller lots for lower costs.

-
- Sections 37-43 of SB 1537 require local governments to allow certain adjustments to local code for housing development projects that are within UGB. Adjustments can include 10% reductions for minimum and maximum lot size. Consider allowed adjustments when calibrating lot size standards to ensure that projects granted the adjustments still meet the desired form and density for the zones.
 - Consider packaging this code change with the changes outlined in **Actions 2.4** and **2.6** to maximize the overall benefit of the changes to the zones.
-

Reduce barriers to high-density housing development in commercial zones

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	---------------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Reduce barriers to high-density housing in commercial zones. Barriers that may be addressed include:

- The prohibition of multi-family housing as a standalone use in the Mixed Use Pedestrian Friendly (MUPC) Zone
- The height limit in the Downtown Overlay Zone that limits buildings to 3 stories
- The relatively high open space and landscaping requirements

Additionally, requirements for ground-floor commercial can make multi-family housing development financially infeasible. Vertical mixed-use development tends to be expensive relative to multi-family development due to the more complex structural, design, infrastructure, and operational requirements.

Changing ground-floor commercial requirements and modifying regulations to reduce other barriers in commercial zones can facilitate high-density housing development in these areas.

Magnitude of Impact

Medium impact. There are approximately 11 acres of buildable land in commercial zones, some of which may be better suited for residential than commercial or vertical mixed-use development.

Financial pro-forma modeling of a typical development in the city's commercial zones found that allowing standalone residential development, reducing parking, and reducing landscaping could reduce minimum feasible rents by about 20% (from about \$2,800 to \$2,200).

Independence has a relatively high share of renters compared to the county and state, and the facilitation of rental housing development near commercial amenities is a high priority for this HPS. Providing flexibility in the location and type of residential opportunities in commercial zones can support this type of housing development.

Implementation Steps and Considerations

- Evaluate options for providing more flexibility for housing in one or more commercial zones.
- Commercial uses may not be viable in some areas, particularly off main streets, while residential uses may be in high demand.
- The City could define certain areas or street frontages where commercial uses are most desirable and feasible and only require ground floor commercial in those locations. This code change could be implemented

in some commercial zones where it is more appropriate to allow housing on the ground floor.

- Sections 37-43 of SB 1537 require local governments to allow certain adjustments to local code for housing development projects that are within UGB. Adjustments can include reductions in requirements for setbacks; common area, open space, and landscaping; parking minimums; minimum and maximum lot sizes; building lot coverage, height maximums; and bike parking. Consider allowed adjustments when calibrating the standards for multi-family housing in commercial zones to ensure that projects granted the adjustments still meet the desired form and density for the zones.
-

Reduce minimum parking requirements for multi-family housing

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	---------------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- ** People Experiencing Homelessness
- ** People with Disabilities
- ** Seniors

Description

Reduce minimum off-street parking standards for multi-family housing. This action is recommended to be applied to specific locations where high-density housing is most appropriate and can benefit from alternative transportation options, such as along the Monmouth Street corridor and/or in the Central Talmadge area.

Magnitude of Impact

Medium impact. Facilitating housing proximate to alternative transportation is a high priority for this HPS. The current code requires at least one parking space per unit in all residential zones, which can be difficult to achieve in more dense developments. Reduced parking requirements in strategic locations proximate to alternative transportation options would support the efficient use of land and make multi-family housing more financially feasible.

Independence's communities of color disproportionately live in multi-family housing. Supporting the financial feasibility of multi-family housing can support the development of housing that serves Independence's non-White households.

Implementation Steps and Considerations

- Consider recalibrating the minimum parking requirement to scale the requirements based on the number of bedrooms or size of unit.
- Parking reductions could be limited to projects that include affordable or accessible units as addressed in [Action 2.11](#).
- Consider packaging this code change with other code changes outlined in the [Regulatory Actions section](#) that target multi-family housing in order to maximize overall feasibility of multi-unit housing.

Improve standards and streamline review processes for smaller infill housing projects

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
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IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Improve the design and development standards that apply to infill housing in existing neighborhoods. Existing development, design, and subdivision standards were primarily created to regulate development projects on larger “greenfield” sites on the edge of the city. The standards are ill-suited for infill development and may present unnecessary barriers to smaller infill housing projects. The regulations also may fail to result in housing that is compatible with the scale and character of the surrounding neighborhood.

Magnitude of Impact

Medium impact. Infill housing projects are an efficient use of buildable land and can result in more affordable housing types than conventional “greenfield” projects, if infrastructure costs are lower. Ensuring standards best suit the surrounding neighborhood will help alleviate resident concerns about the impact of infill development on existing neighborhoods.

Implementation Steps and Considerations

- Consider adjusting development standards (such as lot coverage, setbacks, and height) or adding new standards to ensure new housing is compatible in scale with existing housing in the surrounding neighborhood.
- Engage with local infill developers to understand the barriers and challenges to the review process. Consider aligning the developer outreach with engagement conducted to implement resources for small developers as outlined in [Action 1.5](#).
- Ensure approval pathways for infill projects are clear, objective, and non-discretionary.
- Sections 37-43 of SB 1537 require local governments to allow certain adjustments to local code for housing development projects that are within UGB. Adjustments can include reductions in requirements for setbacks; common area, open space, and landscaping; parking minimums; minimum and maximum lot sizes; building lot coverage, height maximums; and bike parking. Consider allowed adjustments when calibrating the standards for infill projects to ensure that projects granted the adjustments still meet the desired form and density for the zones.

Expedite the land use and permit review process for affordable housing developments

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	--------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Expedite the permitting and site design review process for affordable housing developments to reduce the time and cost barriers that can arise from lengthy review. This action may involve establishing eligibility criteria for selecting projects that are prioritized for land use and building permit review. The action would also involve creating a clear internal process for how the permits would be prioritized and expedited.

Magnitude of Impact

Medium impact. Reducing land use and permit review timelines can meaningfully improve the financial feasibility of affordable housing projects that have tight margins. Expediting timelines can help reduce holding and carrying costs (such as property taxes, loan interest, and insurance), avoid construction cost escalation, and increase certainty for funders. The action can also support the faster production of affordable housing, a high-need housing type for Independence.

Implementation Steps and Considerations

- Engage with local affordable housing developers to understand the barriers and challenges in the land use and permit review process.
- Ensure approval pathways for affordable housing projects are clear, objective, and non-discretionary.
- Establish internal systems and procedures for expediting eligible projects.
- Consider supporting affordable housing developments that include land divisions or zoning changes to further shorten development timelines.

Implement zoning incentives for affordable and accessible housing units

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	--------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Implement incentives such as increases in maximum density (density bonuses) or concessions on development standards (like parking requirements) for developers that provide housing units that are targeted to specific area median income levels and/or are accessible to people with disabilities.

A little more than 40% of the required housing in Independence will need to be affordable to households at or below 80% of AMI. Additionally, much of the community has voiced concern about accessibility challenge associated with many existing housing units, and many new units will need to be accessible as the population ages. This combination of issues disproportionately impacts seniors who have to navigate costly housing and issues associated with inadequate facilities as they age.

Zoning incentives can help to create additional units that can address affordability and/or accessibility needs, especially in projects developed by private, for-profit developers who would otherwise not provide the units.

Magnitude of Impact

Medium impact. This action directly addresses the need for income-restricted units and accessible units, both of which are high-need housing types for Independence. The effectiveness of the incentives will depend on whether the use of the incentives is economically beneficial for private, for-profit developers.

Financial pro-forma modeling for the HPS project found that a regulatory incentive for projects that include 20% units affordable to households earning 80% of AMI may make the project feasible for a private, for-profit developer.

Implementation Steps and Considerations

- This action will be completed in concert with other code changes that impact relevant standards (see [Actions 2.1](#) and [2.8](#)).
- The effectiveness of a regulatory incentive depends on the relative costs and benefits of using the incentive. The City should consult with developers, including affordable housing developers, and planning professionals when setting the incentive structure. Financial modeling may be useful in calibrating the incentive to local market conditions.

-
- Any incentive should clearly define the level of affordability that is required as a percentage of area median income and the overall percentage of units in a development. Similarly, if incentives target the creation of accessible units, the City should use accepted certification programs to ensure that the units meet minimum accessibility requirements, such as Universal Design or Lifelong Housing Certification.
 - Implementing zoning incentives will require staff time to create and execute an enforcement process.
 - 43 of SB 1537 require local governments to allow certain adjustments to local code for housing development projects that are within UGB. Adjustments can include reductions in requirements for setbacks; common area, open space, and landscaping; parking minimums; minimum and maximum lot sizes; building lot coverage, height maximums; and bike parking. Consider allowed adjustments when calibrating the zoning incentives for affordable and accessible units to ensure that projects granted the adjustments still meet desired the form and density for the zones.
-

Use zoning regulations to preserve manufactured home parks

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
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IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Adopt zoning standards that would make it less likely that manufactured home parks are redeveloped. Manufactured home parks are a major source of affordable housing in Independence, though they can be a source of uncertainty. Most manufactured home residents do not own the land under their homes and are required to pay a monthly rent for the lot. Similarly, the movement of manufactured homes is often cost-prohibitive and, in some cases, illegal. If a park owner elects to redevelop the site, residents are likely to be displaced, and many would need to abandon the homes that they own. Given the lower income levels of park residents, many residents would be unable to find affordable replacement housing options.

Magnitude of Impact

Medium impact. The City includes three manufactured home parks with a total of 170 spaces, according to data from Oregon Housing and Community Services.¹ Given the critical role that manufactured home parks play in providing affordable housing options in Independence, preserving the parks via zoning standards is a meaningful way to protect the primarily low-income residents from displacement.

Implementation Steps and Considerations

- Some jurisdictions in Oregon and across the county have adopted “preservation zones” for manufactured home parks. These zones prohibit other housing types and discourage redevelopment of the parks. Property owners would need to be granted a rezone for the parks to be redeveloped with other uses.
- A preservation zone would limit development options for owners of manufactured home parks. Outreach and engagement with the property owners is recommended prior to adoption of such a zone.

¹ Source: Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory: <https://geo.maps.arcgis.com/apps/webappviewer/index.html?id=896392f4982d4d65a40b16fcd89852fa>

3. INCENTIVE & INVESTMENT ACTIONS

Pursue an Urban Renewal Area (URA) to fund housing investments

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	--------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Pursue the formation of a new URA in a strategic location, such as Central Talmadge or Southwest Independence, to support housing development. Under this action, a major emphasis of the new Urban Renewal plan would be to support the housing types that are the most difficult to construct without financial support. A significant portion of the tax increment and supportable debt would be allocated to housing investments.

URA funding is a flexible tool in that it can be used for a variety of projects and initiatives depending on the district's location and housing goals. Examples include infrastructure projects, land acquisition and assembly, direct investments in housing developments, or financial incentives for housing developments such as system development charge waivers.

Given that a URA is one of a very limited set of tools available to the City to fund housing-related investments and incentives, it is recommended that the URA prioritize the supporting of projects that are the most difficult to construct without financial support, primarily income-restricted affordable housing units that are not tax-exempt. The URA could support both affordable rental housing, including income-restricted units in mixed-income housing developments, and homeownership housing.

Magnitude of Impact

High impact. Urban Renewal is one of the most significant and flexible sources of funding for housing production at the local level. When properly implemented, it can generate meaningful funds that can improve financial feasibility of housing development within the URA.

Implementation Steps and Considerations

- The City is legally permitted to establish around 208 acres of additional urban renewal area.
- The first steps would be to conduct a feasibility study to evaluate whether the legal conditions for creating a URA could be met and estimate the potential revenue that could be collected in the district.
- A new or expanded URA must be approved by other overlapping tax districts. Meet with the districts to garner support. Consensus will need to be reached before a new URA can be established.
- If a new or expanded URA is deemed feasible, the City could develop a URA plan that prioritizes income-restricted units.
- Urban renewal can fund infrastructure investments, allowing for the efficient upgrade of infrastructure systems in tandem with new housing development.

Implement strategies to reduce the cost of System Development Charges (SDCs) for housing development

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	--------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- ** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- ** People of Color
- ** People Experiencing Homelessness
- ** People with Disabilities
- ** Seniors

Description

Evaluate the feasibility of revising the SDC methodology to reduce fees for residential development. The current SDC fees are set in order for the City to meet its funding needs for long-term, citywide capital improvement plans for water, wastewater, stormwater, parks, and transportation.

However, current SDC rates are high relative to neighboring jurisdictions: the total SDC for a new single-family house in Independence is approximately \$51,000, and the total SDC cost for a duplex or multi-family unit is slightly less. This cost impacts the affordability of housing by raising the minimum sale price/rent that must be achieved for a project to be economically viable. In some cases, a high SDC rate can discourage developers from building in Independence in favor of other jurisdictions with lower rates.

Implementation of this action may include one or more of the following strategies:

- Pursuing state and federal grants to fund capital projects and updating the SDC rate methodology to account for projects being funded from these sources ([Action 3.3](#)).
- Utilizing a new Urban Renewal Area to fund projects that are currently slated to be funded through SDC revenue ([Action 3.1](#))
- Potentially removing or modifying some projects on the capital improvement program used to set SDC rates because the projects are less critical to complete or could be redesigned to be less costly.
- Scaling SDC rates by unit size, location, or housing price/rent level to mitigate the impact of SDCs on projects that generate lower impacts on infrastructure systems or are unduly burdened by the costs of SDCs relative to other projects.

Magnitude of Impact

High impact. SDCs are currently a substantial upfront cost to housing development. Reduced fees can impact a developer's decisions about whether to pursue development in Independence or whether a project is economically feasible. The impact of high SDCs on feasibility is especially acute for affordable housing developments. Scaling SDCs for lower cost housing can help these projects address financing gaps and achieve feasibility.

Implementation Steps and Considerations

- Consider incorporating a sliding scale into the recalibrated fee schedule for smaller units and/or income-restricted units. A sliding scale by unit size would better align impacts with costs and incentivize the development of smaller units, which are a needed housing type that tends to be more affordable. To scale by size, the City could establish a “Single-Family Equivalent” standard that allows smaller units, such as compact houses, cottage cluster units, and ADUs, to pay a lower fee than larger homes. Another option would be to scale the fees by the square footage of the unit. To scale for affordable housing units, the City could establish an area median income threshold and ensure that all units receiving the scaled fee are affordable for a specific number of years.
 - In the recalibrated fee structure, consider reducing fees for housing development in locations that are proximate to commercial services or transit. These units tend to generate fewer automobile trips and therefore have a reduced impact on the transportation system. Reducing fees for units in less automobile-dependent locations would encourage the development of housing near transit and support housing goals of planning efforts like the Vision 2040 Plan and the Central Talmadge Plan.
 - If scaling or reducing fees for certain unit sizes or units in certain locations, consider the potential need to increase fees at the other end of the scale to achieve revenue neutrality. Ensure that fees at the upper end of the scale are not so high that they discourage housing development.
 - Reducing fees may result in lower overall fee revenue. However, revenue shortfalls can be mitigated by seeking grants and other funding for capital improvement projects (see [Action 3.3](#)).
-

Proactively pursue state and federal grants for infrastructure projects

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	--------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Proactively identify and pursue state and federal grants to fund capital improvement projects. Infrastructure grants would provide an alternative source of funding for capital improvement projects beyond SDC revenue, the current primary funding source for projects. Securing grant funding for high-priority infrastructure projects could allow for the City to reevaluate the SDC fee methodologies outlined in [Action 3.2](#) by removing the cost of the projects from the SDC fee calculation.

Magnitude of Impact

Medium impact. While securing infrastructure grants will not directly spur housing development, identifying alternative funding for capital improvement projects would give the City the flexibility to reduce SDCs or other off-site infrastructure improvements that may be required for an individual development project.

Implementation Steps and Considerations

- Pursue new funds. Recent state legislation has provided additional funding to support housing development. One example is Oregon Housing and Community Services' new SB 1537 Revolving Loan Fund. The purpose of the \$75 million Revolving Loan Fund is to fill financing gaps for needed housing. Local jurisdictions control project selection and borrow from the loan fund to make grants to local developments, with a 10-year payback target to be repaid through the growth in property taxes derived from the new development. Eligible housing developments include single-family, middle housing, multi-family, and ADUs for sale or for rent below 120% of the area median income. Eligible costs for the grant include infrastructure costs, as well as system development charges (SDCs), pre-development costs, construction costs, and land write-downs. Additionally, the housing developments must be taxable and not be in a Tax-Increment Financing District. The loan program will be operational by June 30, 2025, and will be a first-come, first-serve grant. It is recommended that the City prioritize the pursuit of the funding opportunity.
- Work with grants staff, Public Works, and partners identified as part of [Action 1.1](#) to explore additional grant opportunities, potential funding partners, and priority capital improvement projects, and strive to secure funding for the most strategic investments. Align any prioritization of capital improvement projects with the analysis completed for [Action 4.1](#).

4. LAND ACTIONS

Maintain an inventory of public, underutilized, and foreclosed properties and assess the development readiness of inventoried properties

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
------	---------------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Formalize and continue to maintain an inventory of sites for housing development that are publicly owned, underutilized, or foreclosed. The inventory can also include distressed commercial or multi-family properties that may be targeted for rehabilitation or adaptive reuse by an affordable housing developer.

Then, determine and document which of the inventoried parcels are suitable for housing development. Consider alignment with local land use and comprehensive plans; physical attributes like environmental limitations, site access; available infrastructure and utilities; property title and ownership; and overall suitability to for housing development.

Magnitude of Impact

Medium impact. This inventory can help to identify opportunities for housing development but will need to be combined with other actions to have a higher impact.

Implementation Steps and Considerations

- This action can be incorporated into citywide, long-term master planning efforts (such as a wastewater master plan or a transportation system plan) as well as Capital Improvement Plan (CIP) planning. Whenever planning for improvements, the City should consider how the improvements will affect housing development opportunities in the area and, where feasible, modify project designs to better improve conditions for housing development.
- A common development challenge is maintaining financial viability while paying for infrastructure needed to service a site. If a high-priority housing project is proposed, the City may consider accelerating implementation of previously planned improvements that would benefit the project.

INTERGOVERNMENTAL AGREEMENTS FOR LAND

Formalize agreements to acquire land

Action 4.2

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
-------------	--------	-----

IMPACT TARGETS

AFFORDABILITY

- ★★★ Deeply Affordable
- ★★★ Affordable
- ★★★ Workforce
- ★★★ Market-Rate

HOUSING TYPE

- ★★★ Single-Family
- ★★★ Middle Housing
- ★★★ Multi-Family

TENURE

- ★★★ For Sale
- ★★★ For Rent

DEMOGRAPHIC

- ★★★ People of Color
- ★★★ People Experiencing Homelessness
- ★★★ People with Disabilities
- ★★★ Seniors

Description

Formalize a land disposition process by adopting a set of Intergovernmental Agreements (IGAs) between the City and other public agencies to grant the City (or its designees) the right-of-first-refusal for surplus or foreclosed properties. Agreements or potential agreements could occur with the County, school board, or other public, civic, and/or faith-based institutions.

OAR 271.330 enables local governments to relinquish title to another governmental body if the property is used not less than 20 years for a public purpose or to a qualifying nonprofit if the property is used for low-income housing.

Transferring foreclosed land from one agency to the City involves a series of legal and administrative steps to ensure proper ownership transfer and alignment with public goals. Under this action, the City would work with the City Attorney and/or County Counsel to establish a right-of-first-refusal option and develop IGAs that outline the terms and conditions of the property transfer, including details on the transfer process, property use, and designees (such as land banks, land trusts, or nonprofit affordable housing developers).

Magnitude of Impact

High impact. Formalizing this process improves the likelihood that the City can acquire properties. Obtaining control of land is an effective strategy for the City to facilitate housing development, particularly affordable housing. If the City owns or has effective control over a potential development site, the City can influence the type of housing that is built on the site. The magnitude of impact depends on the amount of surplus or foreclosed land that can be offered for first right-of-refusal to partners for housing development.

Implementation Steps and Considerations

- Adopt a policy that prioritizes selling or dedicating any surplus publicly owned land to meet housing needs when feasible and appropriate.
- Work with institutional, civic, and others to implement a similar policy that prioritizes selling or dedicating any surplus land.
- For land that the City or other partners are not ready to sell, the land could be offered as a long-term lease at a very minimal cost to developers. Long-term leases offer a way for property owners to maintain the ownership of property but allow it to be used for housing.
- The inventory developed in [Action 4.1](#) could be used to identify opportunities to work with public agencies or other organizations that own surplus land to create formalized surplus land priority/disposition.

-
- **The agreements are useful if the City** has the funding available to acquire the properties (see **Action 4.3**).
-

Engage in land banking with partner organizations

IMPLEMENTATION TIMELINE

1-2 Years	3-4 Years
5-6 Years	7-8 Years

ACTION IMPACT

High	Medium	Low
-------------	--------	-----

IMPACT TARGETS

AFFORDABILITY

- *** Deeply Affordable
- *** Affordable
- *** Workforce
- *** Market-Rate

HOUSING TYPE

- *** Single-Family
- *** Middle Housing
- *** Multi-Family

TENURE

- *** For Sale
- *** For Rent

DEMOGRAPHIC

- *** People of Color
- *** People Experiencing Homelessness
- *** People with Disabilities
- *** Seniors

Description

Acquire and hold key sites for future housing development (otherwise known as “land banking”). The specific approach to execute land banking can vary and may include approaches led by the City, an Urban Renewal agency, a newly created land bank authority (as enabled by ORS 465.600 to 465.621), or a nonprofit community land trust. The ideal approach to land banking will depend on the nature of the potential sites to be acquired, the availability of local partner organizations, and other legal and administrative issues.

In general, the following conditions must be met in order for the City to engage in land banking:

- **Funding:** Funding is necessary to acquire the land and to pay for the costs of transferring ownership, maintenance, and any site preparation that will be completed by the City. The level of funding required will depend on the number and value of sites to be acquired.
- **Administrative Capacity:** City staff or staff from partner organizations must have the time to negotiate land purchase agreements, oversee transfer of ownership, and manage the properties while they are under the control of the City or the partner organization.
- **Partnerships:** The City will need to partner with other organizations to execute land banking and ensure the land is developed in a manner that meets key housing needs. These partnerships are described in [Action 1.1 \(Housing Working Group\)](#) and [Action 4.2 \(Agreements to Acquire Land\)](#). In some cases, the City may partner with a private, for-profit developer that will include affordable units in a project if the City can provide a site at no or a reduced cost.

Magnitude of Impact

High impact. Land costs account for a substantial portion of development costs (approximately 15-30%). If the City can offer land to a developer at low or no costs, the reduced property costs can dramatically improve the feasibility of projects that are affordable to households with lower incomes.

Community land trusts offer unique benefits that distinguish them from other approaches to land conservation for affordable housing. Land trusts hold the land in perpetuity and sell or lease the housing on the land at below market-rate prices. Land trusts most frequently provide opportunities for homeownership that remain affordable over the long term, which is a high-priority action for the HPS. The magnitude of impact depends on how many sites can be banked and ultimately used for housing development.

Implementation Steps and Considerations

- Funding will be required to acquire each site. A new or expanded URA (see [Action 3.1](#)) could be used to fund land banking within the boundaries of the URA. Some of this expense may be recouped if the City sells the land at a reduced cost (rather than at no cost).
 - The City should invite community land trusts to the housing working group formed in [Action 1.1](#) to help build relationships and connect the organizations with land holders.
 - The City should establish frameworks to provide technical assistance to community land trusts. This could include assisting in or streamlining processes such as lot splits, zoning changes, and other pre-development steps for land trust projects (see [Action 1.3](#)).
 - The City could help to facilitate the transfer of ownership of lands from public, underutilized, and foreclosed properties to organizations that can land bank, such as Land Trusts or affordable housing developers (see [Action 4.2](#)).
-

6. Fair and Equitable Housing Outcomes

Introduction

According to Oregon Administrative Rules, a city’s Housing Production Strategy report must include an analysis that demonstrates how the city’s strategies for facilitating housing production will achieve fair and equitable housing outcomes (OAR 660-008-0050). Specifically, the OAR identifies six elements related to fair and equitable housing outcomes:

- **Location of housing** as it relates to compact, mixed-use development that supports statewide greenhouse gas emission reduction goals, with an emphasis on the production of regulated affordable housing and accessible housing.
- **Fair housing** through addressing disproportionate housing needs, patterns of integration and segregation, racially and ethnically concentrated areas of poverty, and disparities in access to housing opportunity.
- **Housing choice** by promoting access to existing or new housing that is located in neighborhoods with high-quality community amenities, schooling, employment and business opportunities, and a healthy and safe environment.
- **Support for residents experiencing homelessness** through the provision of housing options and through partnerships with other organizations with similar goals.
- **Affordable housing** by supporting and creating opportunities to encourage the production of affordable rental housing and the opportunity for wealth creation via homeownership.
- **Housing stability** for existing residents by mitigating the impacts of gentrification and addressing the economic and physical displacement of existing residents resulting from investment or redevelopment.

This section of the report demonstrates how the City’s actions will promote these fair and equitable housing outcomes. The following table provides a high-level summary of which of the six outcomes each action in this document addresses. A full description of how each action addresses each outcome follows.

Category	Action	Location of Housing	Fair Housing	Housing Choice	Homelessness	Affordability	Stability
Partnership Actions	Action 1.1: Housing Working Group		X		X	X	X
	Action 1.2: Promote ADUs	X					
	Action 1.3: Community Land Trust Partnerships			X	X	X	X
	Action 1.4: Institutional Landowner Partnerships				X	X	
	Action 1.5: Technical Assistance	X					
Regulatory Actions	Action 2.1: Rezone Land to RH Zone	X	X				
	Action 2.2: Increase Maximum Density in RH Zone	X		X		X	
	Action 2.3: Encourage Dense Housing Types in MX Zone	X	X	X		X	
	Action 2.4: Expand Housing Types in RS & RM Zones	X	X	X			
	Action 2.5: Cottage Cluster Housing			X		X	
	Action 2.6: Minimum Density in RM & RH Zones	X					
	Action 2.7: Small Lot Homes in RM & RH Zones	X					
	Action 2.8: Housing in Commercial Zones	X		X		X	
	Action 2.9: Parking Requirements Reductions					X	
	Action 2.10: Infill Standards & Review	X					
	Action 2.11: Affordable Housing Review		X	X	X	X	
	Action 2.12: Affordability & Accessibility Incentives		X	X	X	X	X
	Action 2.13: Manufactured Homes Preservation		X			X	X

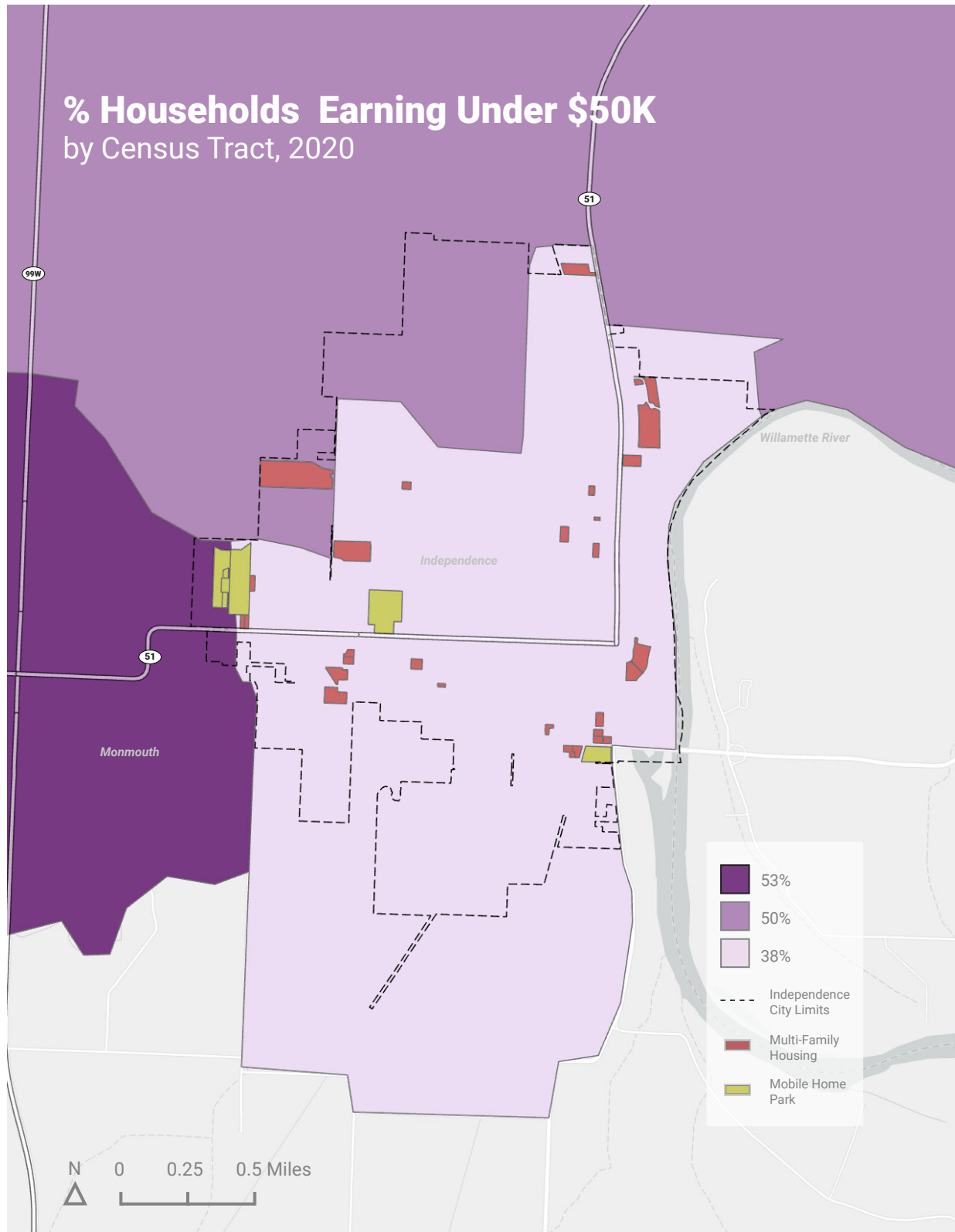
Category	Action	Location of Housing	Fair Housing	Housing Choice	Homelessness	Affordability	Stability
Incentive & Investment Actions	Action 3.1: Urban Renewal Areas	X		X	X	X	X
	Action 3.2: SDC Methodology	X		X			
	Action 3.3: Infrastructure Grants						
Land Actions	Action 4.1: Inventory & Assess Land					X	
	Action 4.2: Intergovernmental Agreements for Land					X	
	Action 4.3: Land Banking			X	X	X	X

The state rules require special attention to be paid to protected classes, as these often represent the most vulnerable populations in regard to housing needs. Additionally, populations with the greatest needs are typically spatially concentrated in specific areas of a city.

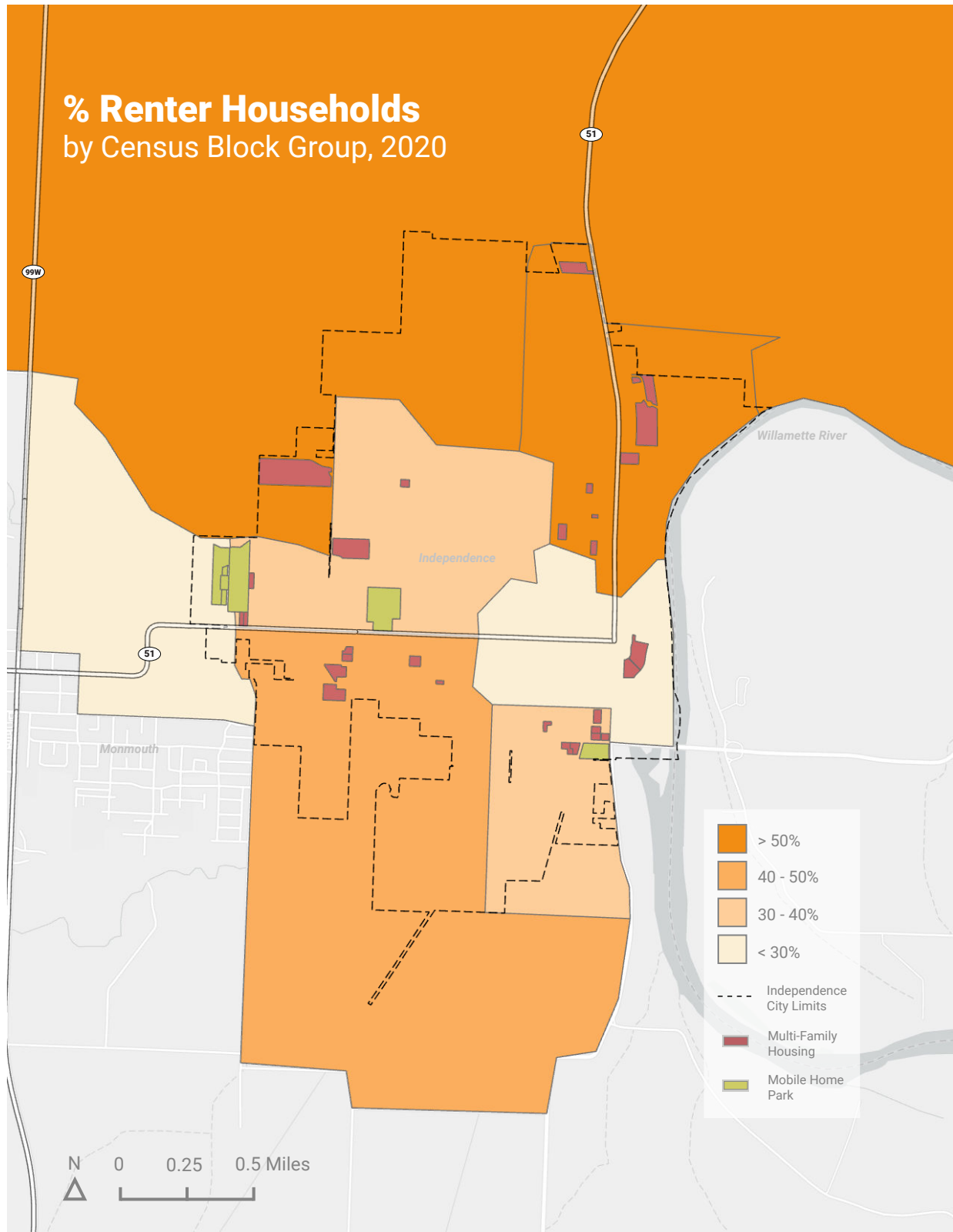
Due to both the geographic and population size of Independence, the data needed to understand demographic distribution is limited. However, the data that is available from the Decennial Census and American Community Survey can still usefully illustrate the spatial relationships among demographic variables, as shown by the following maps.

Maps 1-3 below use data from the 2020 decennial census. Unlike the ACS, these data are not estimates but counts and may provide a more accurate picture of spatial relationships among demographic variables in the city. Still, data used to inform housing strategies should be carefully evaluated and, when needed, supplemented with input from the community to ensure accuracy and relevance.

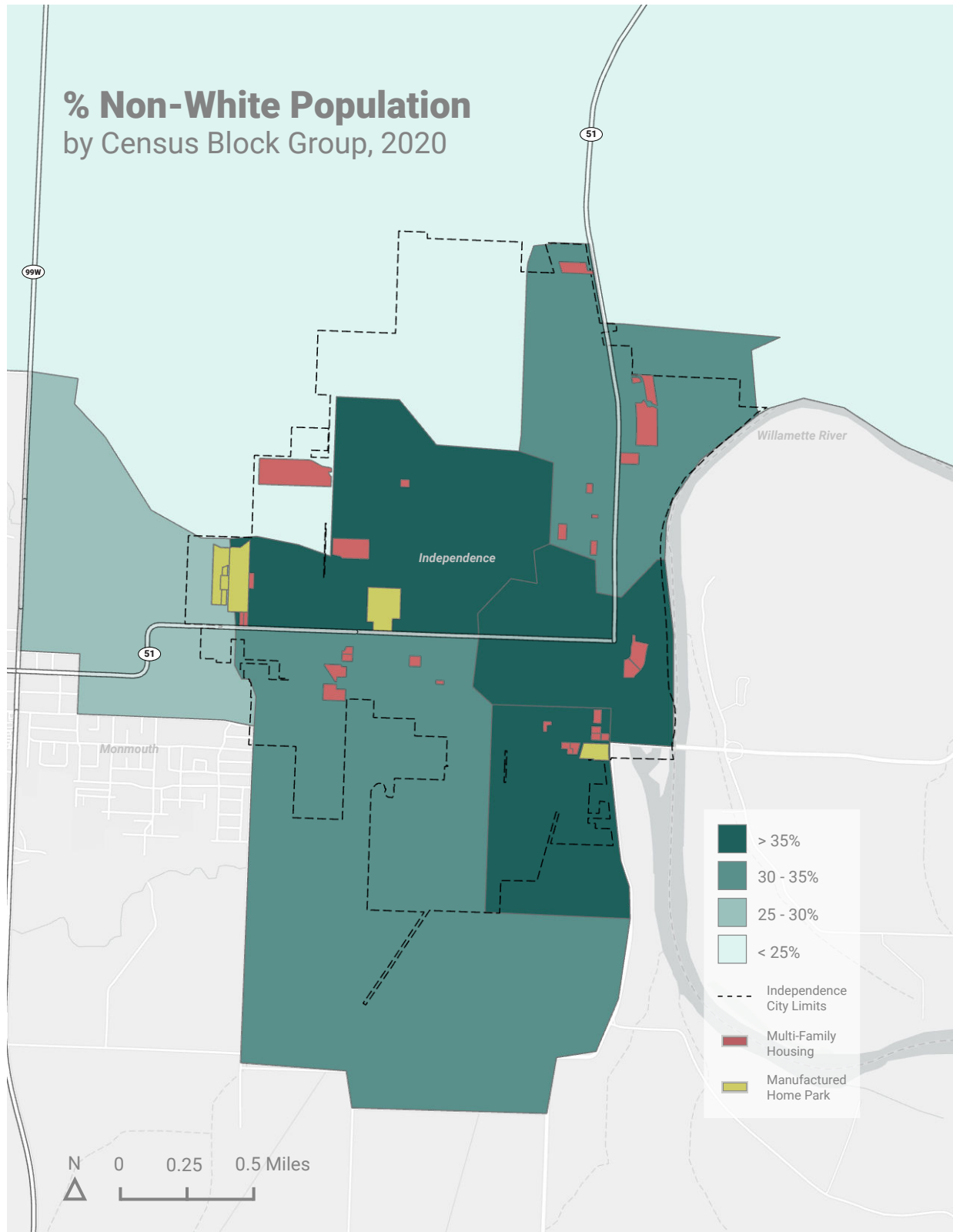
Map 1. Households Earning Under \$50,000 (Census Tract, 2020)



Map 2. Percentage of Renter Households (Census Block Group, 2020)



Map 3. Percentage of Non-White Population (Census Block Group, 2020)



State and national data indicate that people of color are more likely to rent their homes and have lower household incomes. These maps show that residents of color, renter households, and households that earn less than \$50,000 per year are only moderately spatially correlated in Independence. Note that the limitations of census tract boundaries, which do not align with City boundaries, make it difficult to precisely evaluate demographic trends specific to Independence.

The locations of multi-family housing and manufactured home parks – typically more affordable rental and ownership housing types, respectively – in Independence are also a useful indicator of where renters or lower-income households are living. These maps show that multi-family housing and manufactured home parks are distributed throughout most residential and commercial areas of the city, with moderate spatial correlation to poverty, tenure, and race/ethnicity trends.

However, several of the larger multi-family and manufactured home park developments are located in census tracts with a higher share of households that earn less than \$50,000 per year, and many of the City's multi-family developments are located in tracts with higher shares of renters. The City's three manufactured home parks are partially or fully located in tracts with higher percentages of non-White population.

There are no multi-family or manufactured home park developments in three areas: 1) Southwest Independence, 2) the Historic District proximate to downtown, and 3) the Residential Single-Family Airpark Overlay next to the Airpark. As described below, HPS actions will contribute to diversifying the housing stock in Southwest Independence and the Historic District.

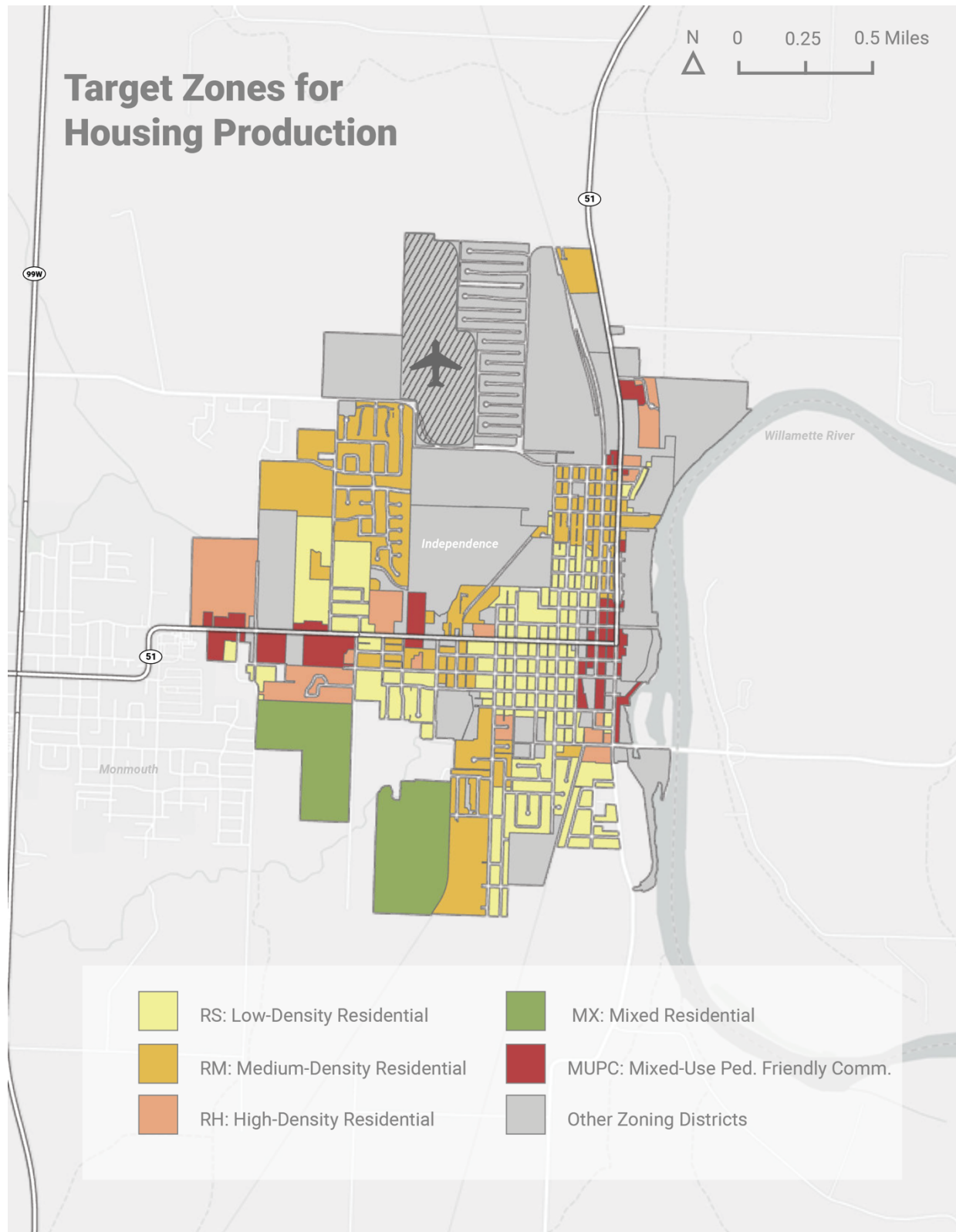
The "Location of Housing" and "Fair Housing" subsections below address how the HPS actions will respond to these demographic conditions in order to create opportunities for more affordable housing types in all neighborhoods and especially in areas with good access to infrastructure and amenities.

Location of Housing

The HPS includes multiple actions that will help Oregon meet its statewide greenhouse gas emissions reduction goals through the creation of compact, mixed-use neighborhoods. The HPS directly supports these goals through actions to increase housing allowances and permitted densities in residential zones, commercial areas, and other strategic locations proximate to commercial services and the Monmouth-Independence Trolley. Collectively, these actions set the City's course toward a more compact, mixed-use development pattern with more attached and dense housing and smaller distances between homes and businesses.

The anticipated development pattern will benefit lower-income households and people with disabilities who may rely on transit and limit per capita greenhouse gas emissions both through improved energy efficiency and reduced vehicle miles traveled.

The zones that are impacted by regulatory actions are identified in the following map:



	RS	RM	RH	MX	MUPC
Action 2.1 - Rezone 10-15 acres of land in the lower density RS, RM, & MX Zones to higher density RH Zone					
Action 2.2 - Increases maximum density in the RH Zone					
Action 2.3 - Modify the MX Zone to encourage a higher share of middle housing and multi-family housing					
Action 2.4 - Allow a wider range of middle housing types in the RS and RM Zones					
Action 2.6 - Establish a minimum density in the RS and RM Zones					
Action 2.7 - Allow for small lot detached houses in the RM and RH Zones					
Action 2.8 - Reduce barriers to high-density housing development in commercial zones - MUPC + Downtown Overlay Zone					

The actions that most directly support reduced greenhouse gas emissions and promote dense housing in compact, mixed-use neighborhoods in Independence are outlined below:

2.2 - Increase or replace the maximum density in the High Density Residential (RH) Zone: The existing maximum density standard in the RH Zone of 20 units per acre may constrain dense multi-family development by unnecessarily limiting the number of units that can be built on a site, even while meeting other development standards. The current maximum density standard in the zone is below densities that are commonly achieved by 3-story apartment developments in towns of similar size to Independence, even while meeting all parking, open space, and setback requirements. Additionally, if a developer has reached the maximum density and cannot add more units, even though the zoning envelope would otherwise allow a larger building, the developer is likely to build larger, more costly units.

The RH Zone includes mixed-use neighborhoods proximate to transit and walkable to goods and services. By increasing the maximum density in this zone, Independence will support the efficient use of land, increase housing capacity, and encourage more units in areas with access to amenities.

2.3 - Modify the Mixed Density Residential (MX) Zone to encourage a higher share of middle housing and multi-family housing: The MX Zone includes a large amount of undeveloped buildable land - 289 acres, or approximately 80% of the City's remaining supply of residential buildable property. The MX Zone presents a significant opportunity for the City to encourage the development of compact, needed housing types in a large area of the city. Some of the buildable land in the MX Zone is proximate to existing

services and commercial areas and encouraging higher density housing in these areas would support the creation of walkable, transit-accessible neighborhoods.

2.8 - Reduce barriers to high-density housing development in commercial zones: Existing standards in the City's commercial zones include some regulatory barriers that make multi-family housing development financially infeasible. As a result, vertical mixed-use projects are unlikely to be developed in Independence under current market conditions. Modifying the commercial zones to allow for greater flexibility in design and use would make compact housing development more likely to occur in high-amenity commercial areas.

3.1 - Pursue an Urban Renewal Area to fund housing investments: A new Urban Renewal Area could be located in a strategic location, such as Central Talmadge or Southwest Independence, to support housing development. A major emphasis of the new Urban Renewal Area would be to support compact housing development types such as income-restricted units in mixed-income housing developments.

The following actions are also expected to have a positive impact on housing location goals:

- **1.2 - Promote the development of Accessory Dwelling Units (ADUs):** Pre-approved plan sets and resources for homeowners would incentivize and expedite the development of ADUs, which are a housing type well-suited for compact, infill development across existing neighborhoods.
- **1.5 - Provide information and technical assistance to small developers:** Small developers are more likely to take on compact forms of development like residential infill projects on small lots distributed across existing neighborhoods. Additional technical support would reduce their development risk.
- **2.1 - Rezone land to the High Density Residential (RH) Zone:** Rezoning land from lower density zones to the RH Zone would make more development sites available for compact housing types like multi-family and middle housing. Rezoning in strategic locations, such as sites Central Talmadge, which is proximate to commercial amenities and the Monmouth-Independence Trolley, would additionally enable more development in locations near services and transit.
- **2.4 - Allow a wider range of middle housing types in the Low Density Residential (RS) and Medium Density Residential (RM) Zones:** Allowing middle housing types in zones that have historically been exclusively zoned for detached single-family homes would support compact development across more areas of the city.
- **2.6 - Establish a minimum density in the Low Density Residential (RS) and Medium Density Residential (RM) Zones:** Introducing a minimum density in these zones would encourage efficient use of land by discouraging the development of large lot single-family homes.
- **2.7 - Allow for small lot detached houses in the Medium Density Residential (RM) and High Density Residential (RH) Zones:** Reducing minimum lot sizes to allow for smaller detached homes allows for the subdivision of large lots into more home sites, facilitating more compact development of single-family homes in a large area of the city.
- **2.10 - Improve standards and streamline review processes for smaller infill housing projects:** Updating standards and review processes to better suit infill housing projects would reduce uncertainty and review timelines for infill developers and improve the likelihood that infill projects will be built.

- **3.2 - Implement strategies to reduce the cost of SDCs for housing development:** Utilizing a sliding scale that reduces fees for smaller units and/or units proximate to commercial services or transit would incentivize these housing types and thereby encourage more compact development.

Fair Housing

Fair housing strategies address disproportionate housing needs, patterns of integration and segregation, racially or ethnically concentrated areas of poverty, and disparities in access to housing opportunities. The HPS includes actions that affirmatively further fair housing by allowing affordable forms of housing to be built in more areas in Independence, including in high-opportunity areas, and by implementing zoning incentives and regulatory changes that can help produce more income-restricted and accessible units. These actions would work in tandem to help low-income households access more affordable housing.

As demonstrated by Maps 1-3 of this section, there is a moderate spatial correlation in Independence between race/ethnicity, poverty, and housing tenure. The locations of multi-family housing and manufactured home parks in Independence suggest that many renters and low-income households live throughout many residential and commercial areas rather than concentrated in specific neighborhoods.

However, multi-family housing and manufactured home parks are notably absent in three large residential areas of Independence: 1) Southwest Independence, 2) the Historic District proximate to downtown, and 3) the Residential Single-Family Airpark Overlay next to the Airpark. These areas are primarily developed with single-family homes. This may indicate an opportunity to advance fair housing goals by encouraging a wider variety of housing types and more affordable units.

Southwest Independence is partially undeveloped, and the HPS includes an action to encourage diverse and compact development types in this area (Action 2.3) as the land is developed. Further, previously approved master plans in this area include large multi-family projects in future phases of development. These multi-family developments are required by code to meet housing mix and density standards.

Two regulatory actions in the HPS will contribute to creating more affordable housing options in downtown area and the surrounding Historic District. Most of this area is zoned RS. Allowing for triplexes and quadplexes in the RS zone (Action 2.4) will create opportunities for more affordable housing types in this area. Additionally, the Historic District applies to many properties in commercial zones. Removing barriers to high-density housing in these zones will further support fair housing goals (Action 2.8).

Additionally, the City will consider opportunities to further support affordable housing options in both Southwest Independence and the Historic District through rezoning selected properties to the RH zone (Action 2.1) or by targeting a new urban renewal district in the vicinity of these areas (Action 3.1).

The Residential Single-Family Airpark Overlay next to the Airpark is not directly addressed by any HPS actions because this area is not suitable for a variety of housing types. Properties in this area are planned around integrated aviation and residential use. Many of the homes are custom built to include private hangars and direct taxiway access. Private deed restrictions restrict new housing in this area to single-family homes with private hangars.

In summary, the following actions most directly further fair housing goals:

2.1 - Rezone land to the High Density Residential (RH) Zone. Per the findings of the residential land needs analysis, there is a very small surplus of housing capacity within the UGB for townhouse/plex units and multi-family units and a large surplus of housing capacity for single-family detached homes. Rezoning land from lower density zones to the RH Zone would ensure that there is sufficient land capacity to respond to the need and demand for affordable types of housing. The City will strategically rezone land in high-opportunity areas in order to create opportunities for the development of these housing types in support of fair housing goals.

2.4 - Allow a wider range of middle housing types in the Low Density Residential (RS) and Medium Density Residential (RM) Zones: Today, the RS and RM Zones exclusively allow single-family homes, duplexes, townhomes, and ADUs. While there are several existing higher-density developments in the RS and RM Zones, restricting higher density housing options in these zones limits the availability of new affordable housing options for a large area of Independence and in the long-term may contribute to the patterns of segregation by income and race/ethnicity. Allowing a wider variety of housing types in the RS and RM Zones, such as triplexes and quadplexes, would prevent neighborhoods in the zones from being limited to higher-income households, create opportunities for smaller and more affordable units across a large area of the city, and further support the creation socioeconomically diverse neighborhoods.

The following actions are also expected to have a positive impact on furthering fair housing goals:

- **1.1 - Convene a housing working group to pursue funding opportunities and implement housing actions:** This group would identify and better understand the specific barriers and needs of priority populations and make policy recommendations and resource requests for housing developments to serve the populations.
- **2.3 - Modify the Mixed Density Residential (MX) Zone to encourage a higher share of middle housing and multi-family housing:** The MX Zone includes a large amount of undeveloped buildable land, some of which is proximate to transit and commercial amenities. As the land is developed, it presents a significant opportunity for the City to encourage the development of neighborhoods with mixed incomes and mixed housing types rather than predominately market-rate single-family homes.
- **2.8 - Reduce barriers to high-density housing development in commercial zones:** The reduction of barriers to housing in commercial zones would provide flexibility for ground-floor commercial requirements and facilitate high-density housing development in high-amenity commercial neighborhoods.
- **2.12 - Implement zoning incentives for affordable and accessible housing units:** By offering higher density, reduced parking, and other benefits to projects that include affordable or accessible units, the City would increase the likelihood that new developments include units that meet the needs of protected classes.
- **2.13 - Use zoning regulations to preserve manufactured home parks:** Manufactured home parks are a major source of affordable housing in Independence, and without protections the parks can be uniquely vulnerable to the threat of redevelopment. Notably, as illustrated in Maps 1-3, all three manufactured home parks are proximate to commercial services and transit, with the two westernmost parks located near to the Monmouth-Independence Trolley and the third near downtown. Preserving the parks via zoning standards would be a meaningful way to preserve affordable homeownership opportunities in high-opportunity areas.

Housing Choice

The HPS takes two sets of coordinated actions to improve housing choices for low-income communities, communities of color, people with disabilities, and other protected classes in high-amenity neighborhoods. First, the HPS suggests actions to ease regulatory hurdles that make it difficult to build affordable forms of housing in high-amenity areas through a series of code changes that support multi-unit and middle housing.

Second, the HPS proposes investments and incentives to support the financial feasibility of building housing, especially with affordability requirements. These approaches include implementing zoning incentives for affordable and accessible housing and pursuing housing investments via Urban Renewal. These incentives and investments would support housing development in Independence that benefits communities of color, people with disabilities, and other protected classes that tend to have lower incomes. And because they are paired with regulatory actions that reduce barriers in high-amenity areas, the incentives and investments can enable new affordable forms of housing in these areas.

The housing actions that most directly promote affordable and accessible housing and support housing choice are outlined below:

2.12 - Implement zoning incentives for affordable and accessible housing units: Independence will pursue establishing zoning incentives that allow for increased density, reduced parking, or other relief from code standards in exchange for a certain share of units in a proposed development being affordable or accessible. These opt-in incentives could require affordability covenants as a condition of approval, guaranteeing some or all units in a property are affordable to middle- or lower-income households. Likewise, incentives could be designed to require a percentage of units to meet accessibility standards beyond those required under the Americans with Disabilities Act. These incentives would help to create additional units that serve the needs of people with disabilities and other protected classes that tend to have low incomes, especially in housing developed by for-profit developers that may build in high-amenity areas but would not otherwise include these units.

3.1 - Pursue an Urban Renewal Area to fund housing investments: Urban Renewal is one the most significant and flexible sources of funding for housing production at the local level, and when properly implemented, it can significantly improve the financial feasibility of housing development. If pursued, a new Urban Renewal Area should be located in a high-amenity area and prioritize investments such as infrastructure, which can be costly and hinder the financial feasibility of housing developments. Creation of a new Urban Renewal Area would catalyze new housing development and be designed to support projects that are the most difficult to construct without financial support, primarily taxable income-restricted affordable housing that would benefit protected classes and other households that tend to have lower incomes.

The following actions are also expected to have a positive impact on housing choice:

- **1.3 - Build partnerships with community land trusts:** If a local community land trust is formed or expanded as a result of city actions, it would improve housing choice by increasing the availability of income-restricted affordable homeownership units in Independence.
- **2.2 - Increase or replace the maximum density in the High Density Residential (RH) Zone:** By increasing maximum density in the RH Zone, Independence would be improving the economic

feasibility of housing types like middle housing and multi-family housing that tend to be more affordable, providing more affordable options in more neighborhoods.

- **2.4 - Allow a wider range of middle housing types in the Low Density Residential (RS) and Medium Density Residential (RM) Zones:** By allowing middle housing types in zones that have historically been zoned for detached single-family homes, Independence would be providing geographic diversification of more affordable housing types.
- **2.5 - Allow cottage cluster housing in all residential zones:** Cottage cluster housing is a proven model for delivering smaller, more affordable detached housing. Allowing cottage clusters as a distinct housing type in all residential zones facilitates the construction of the housing type across a large area of the city, including high-amenity locations.
- **2.8 - Reduce barriers to high-density housing development in commercial zones:** The reduction of barriers to housing in commercial zones would provide flexibility for ground-floor commercial requirements and facilitate high-density housing development in high-amenity commercial neighborhoods.
- **3.2 - Implement strategies to reduce the cost of SDCs for housing development:** High SDCs strain the financial feasibility of all housing developments, but the impact is especially acute for income-restricted affordable housing developments. Scaling SDCs for income-restricted units would help the projects achieve financial feasibility.
- **4.3 - Engage in land banking with partner organizations:** If banked land is located in a high-amenity area and the City transfers ownership to a land trust or affordable housing development partner, this action could result in increased housing choice in Independence for low-income households or other protected classes.

Housing Options for Residents Experiencing Homelessness

Two major barriers to developing housing for people experiencing homelessness are the limited availability of funding and need for additional wrap-around services. Strategies that expand affordable and supportive housing and foster partnerships between the City and organizations with experience serving the individuals' specific needs can help overcome these barriers.

The action described below is a prime example of how to leverage partnership-based strategies to better serve residents experiencing homelessness:

4.3 - Engage in land banking with partner organizations: Land banking can expand housing options by acquiring and holding land for affordable housing projects that meet the specific needs of residents experiencing homelessness. Land banks can also transfer land to nonprofits at low or no cost, freeing up an organization's funds to spend on building and maintaining housing for target populations. Land banks also create an opportunity to establish community land trusts that preserve long-term affordability, preventing displacement and ensuring lasting affordability.

The following actions are also expected to expand housing options for residents experiencing homelessness:

- **1.1 - Convene a housing working group to pursue state funding and implement housing actions:** This group could include representatives from local or regional non-profit organizations with

expertise in permanent supportive housing and comprehensive wrap-around services essential to addressing homelessness.

- **1.3 - Build partnerships with community land trusts:** Community land trusts are designed to ensure community stewardship of land and the long-term affordability of housing. Land trusts can take several forms, but most are administered by a nonprofit or nongovernmental entity. Through the reduction or elimination land costs, land trusts have the potential to make deeply affordable housing development financially viable.
- **1.4 - Connect institutional landowners to potential development partners:** Prioritize partnerships with institutional landowners that serve populations experiencing homelessness or have missions aligned with income-restricted housing development. Certain institutions may have additional advantages, ranging from property tax exemptions, supportive legal provisions, or eligibility for specialized funding sources or fundraising mechanisms, that would unlock opportunities for developing deeply affordable units.
- **2.11 - Expedite the land use and permit review process for affordable housing developments:** Reducing the time and cost barriers that can arise from lengthy review processes is another way to incentivize affordable housing development. The action could involve creating a permitting process that explicitly prioritizes or expedites deeply affordable or supportive housing projects, or projects that otherwise meets the needs of people experiencing homelessness.
- **2.12 - Implement zoning incentives for affordable and accessible housing units:** Increasing maximum density through density bonuses or offering concessions on development standards, such as reduced parking requirements, can encourage developers to create housing for residents at specific income levels. These zoning incentives can help generate additional units that address affordability, accessibility, or other supportive housing needs, particularly in projects led by private, for-profit developers who might not otherwise include such units.
- **2.13 - Use zoning regulations to preserve manufactured home parks:** Manufactured home parks are a major source of affordable housing in Independence, but, without protections, the parks can be uniquely vulnerable to the threat of redevelopment. Preserving the parks via zoning standards would be a meaningful way to protect the primarily low-income residents from displacement.
- **4.2 - Pursue an Urban Renewal Area (URA) to fund housing investments:** Tax increment revenue from a URA has the potential to make housing projects possible that would otherwise be difficult to develop without financial support. Income-restricted affordable housing that is not tax-exempt is just one example of housing that could be made possible.

Affordable Homeownership and Affordable Rental Housing

Options for both affordable rental housing and an affordable path to homeownership are critical for an accessible housing market. A little more than 40% of the required housing in Independence will need to be affordable to households at or below 80% AMI. Still, the concept of affordability is relative. A healthy housing market would supply a variety of housing options to serve a variety of household incomes.

The logic behind housing production strategies includes the principle that increasing the overall supply of housing decreases the overall consumer price of housing. For this reason, nearly every action in this HPS would lead to greater affordability for all current and future residents.

The actions listed below most directly address the need for affordable homeownership and affordable rental housing:

2.11 - Expedite the land use and permit review process for affordable housing developments: Reducing land use and permit review timelines can meaningfully improve the financial feasibility of affordable housing projects that have tight margins. Expediting timelines can help reduce holding and carrying costs (such as property taxes, loan interests, and insurance), avoid construction cost escalation, and increase certainty for funders.

4.3 - Engage in land banking with partner organizations: Land banking can expand housing options by acquiring and holding land for affordable housing projects that meet specific affordability needs of the community. Land banks can also create an opportunity to establish community land trusts that preserve long-term affordability, preventing displacement and ensuring lasting affordability for those who need it.

The following actions are also expected to expand affordable rental and ownership options for residents in Independence:

- **1.1 - Convene a housing working group to pursue funding opportunities and implement housing actions:** This group could include representatives from local or regional affordable housing developers who could inform policymakers to best support the creation of affordable rental and ownership opportunities in Independence.
- **1.3 - Build partnerships with community land trusts:** The establishment of community land trusts could preserve long-term affordability, prevent displacement and ensure lasting affordability for those who need it.
- **1.4 - Connect institutional landowners to potential development partners:** Some institutional landowners have missions that are aligned with affordable housing development. The institutions may also have advantages, ranging from property tax exemptions, supportive legal provisions, or eligibility for specialized funding sources or fundraising mechanisms, that can unlock more opportunities for developing affordable units.
- **2.2 - Increase or replace the maximum density in the High Density Residential (RH) Zone:** Increasing or replacing the maximum density standard in the RH Zone would support the efficient use of land, help increase housing capacity, and encourage smaller units, which tend to be more affordable.
- **2.3 - Modify the Mixed Density Residential (MX) Zone to encourage a higher share of middle housing and multi-family housing:** Independence's MX Zone holds 289 acres of undeveloped land, approximately 80% of the City's remaining supply of residential buildable area. Since undeveloped land is often more suitable for higher-density housing, the expansion of the required amount of alternative housing units in the MX Zone could maximize the development of multi-family and middle housing in the area.
- **2.5 - Allow cottage cluster housing in all residential zones:** Cottage cluster housing is a proven model for delivering smaller, more affordable detached housing. Permitting this housing type in all residential zones that allow single-family dwellings could allow for the development of for-sale housing units that are affordable to moderate-income households.
- **2.8 - Reduce barriers to high-density housing development in commercial zones:** Changing ground-floor commercial requirements and modifying regulations to reduce other barriers in commercial

zones could facilitate high-density housing development in these areas, help alleviate the housing shortage, and bring down costs.

- **2.9 - Reduce minimum parking requirements for multi-family housing:** The current code requires at least one parking space per unit in all residential zones, which poses challenges to achieving density while meeting parking requirements. Reducing parking requirements in locations close to alternative transportation options would support the efficient use of land and make affordable housing more financially feasible.
- **2.12 - Implement zoning incentives for affordable and accessible housing units:** Increasing maximum density through density bonuses or offering concessions on development standards, such as reduced parking requirements, can encourage developers to create housing for residents at specific income levels. These zoning incentives can help generate additional units that are affordable, particularly in projects led by private, for-profit developers who might not otherwise include such units.
- **2.13 - Use zoning regulations to preserve manufactured home parks:** Manufactured home parks are a major source of affordable housing in Independence, but, without protections, they can be uniquely vulnerable to the threat of redevelopment. Preserving the parks via zoning standards can be a meaningful way to protect the primarily low-income residents from displacement.
- **3.1 - Pursue an Urban Renewal Area (URA) to fund housing investments:** Tax increment revenue from a URA has the potential to make possible housing projects that are otherwise difficult to develop without financial support, including affordable housing.
- **4.1 - Maintain an inventory of public, underutilized, and foreclosed properties and assess the development readiness of inventoried properties:** This action creates a more attractive environment for affordable housing developers who are more likely to pursue projects when they don't have to spend their own time and money to independently assess site readiness and suitability.
- **4.2 - Formalize agreements to acquire land:** Granting the City or its designees the right-of-first refusal or surplus of foreclosed properties gives affordable housing projects a competitive advantage in securing land for development. Agreements could occur with the County, school board, or other public, civic, and/or faith-based institutions.

Gentrification, Displacement, and Housing Stability

A critical element of ensuring fair and equitable outcomes in housing is a careful focus on preventing the displacement of existing residents. Implementation of some HPS actions could foster market conditions that lead to displacement and gentrification.

The following HPS actions are most likely to contribute to displacement or gentrification in Independence, if they are not paired with actions that mitigate this risk:

- 2.1 - Rezone land to the High Density Residential (RH) Zone
- 2.2 - Increase or replace the maximum density in the High Density Residential (RH) Zone
- 2.4 - Allow a wider range of middle housing types in the Low Density Residential (RS) and Medium Density Residential (RM) Zones.
- 3.1 - Pursue an Urban Renewal Area to fund housing investments

In order to reduce the risk that these actions contribute to displacement or gentrification, the City will pursue implementation of actions that mitigate the risk. The following actions will be most effective at mitigating the risk of displacement because they can directly contribute to the creation or preservation of units that are more likely to be affordable to households vulnerable to displacement. In some cases, the actions will need to be geographically targeted to the same area as a HPS policy or investment to address the localized impact on housing costs or the likelihood of redevelopment.

2.12 - Implement zoning incentives for affordable and accessible housing units: Incentives could be designed to require affordability covenants and/or accessible design in exchange for regulatory relief to encourage the development of affordable or accessible units that serve residents who are at risk of displacement. The incentives should be considered alongside any actions to increase density or allow new housing types (Action 2.2 and 2.4).

2.13 - Use zoning regulations to preserve manufactured home parks: Manufactured home parks are a critical source of affordable housing in Independence. Establishing zoning standards that preserve the parks is a meaningful way to protect the primarily low-income residents from displacement due to redevelopment. If any HPS actions apply directly to or in the vicinity of an existing manufactured home park, the City should pursue a manufactured home park preservation zone in tandem with the implementation of the HPS actions.

3.1 - Pursue an Urban Renewal Area (URA) to fund housing investments: Since URA investments could create the market conditions for housing costs to appreciate and increase displacement risk, the City could set aside a percentage of new TIF revenue for income-restricted affordable housing to create more affordable housing units in the neighborhoods within the district.

4.3 - Engage in land banking with partner organizations: Land banks could transfer land to nonprofits at low or no cost, which could help to create additional affordable housing options while also allowing the organization to allocate its funds to building and maintaining housing for target populations. The use of land banks would also create an opportunity to establish and/or partner with community land trusts (Action 1.3) that preserve long-term affordability, preventing displacement and ensuring lasting affordability for those who need it. Land banking is a highly effective way to target specific properties for affordable housing development in order to mitigate the impact of other actions that could cause housing costs to appreciate.

7. Measuring Progress

Per OAR 660-008-0060, Independence will track progress on implementing the actions detailed in the HPS. Four years after adopting the HPS, the City will submit a narrative report to DLCD summarizing its progress on implementation. The report must include a summary of the steps already taken by the City to implement the actions included in the HPS. If the City has not implemented actions on the schedule specified in the HPS, an explanation of the conditions that posed a barrier to implementation and a plan for addressing the identified need that the strategy targeted must be provided. Additionally, the report will include an assessment of the relative efficacy of implemented actions as well as a reflection on actions taken in response to achieving fair and equitable housing outcomes.

In anticipation of this reporting requirement, the following methods and performance metrics for monitoring progress on HPS actions are recommended. The quantity of housing permitted and produced, both citywide and in areas targeted by actions, should be tracked on an annual basis. These data should be compared to data from before actions were implemented to monitor the effects of the changes on total production, type of production, and location of production. More specific metrics for measuring progress are included below for each action group.

Action Group	Methods	Metrics
Partnership & Communication Actions	Progress on implementation of partnership actions can be indicated by the following: • Staff reporting on existing and new partnerships established with developers, service providers, and other partners through the formation of a Housing Working Group • Developing pre-approved plans and additional resources for ADUs • Periodically engaging with regional land trusts and sharing a regularly updated inventory of suitable sites for housing development • Periodically engaging with institutional landowners and maintaining a list that tracks which owners may currently have surplus land or may have surplus land in the future • Engaging small developers and generating a set of technical assistance materials	• # of meetings held annually with Housing Working Group • # of pre-approved ADU plans available through the city and # of units produced using pre-approved plans • # of outreach efforts made to community land trust(s) and # of affordable or middle-income units produced by land trusts contacted for partnership • # of outreach efforts made to institutional landowner(s) and # of affordable units produced by institutional landowners contacted for partnership • # of outreach efforts made in the creation and dissemination of technical assistance materials
Regulatory Actions	Progress on implementation of regulatory actions can be indicated by the following: • Rezoning land from lower density zones to higher density zone	• # of acres rezoned to high-density residential • # of code changes conducted to facilitate housing

Action Group	Methods	Metrics
	- Adoption of code amendments to implement each of the regulatory strategies - Establishing eligibility criteria for selected projects (like affordable housing projects) that are prioritized for land use and building permit review - Adopting zoning incentives for affordable and accessible units - Establishing zoning regulations to preserve manufactured home parks	# of total housing units permitted and produced # of middle housing units, multi-family units, small lot detached homes, and infill units permitted and produced # of units permitted and produced in multi-dwelling and commercial zones % of overall units permitted and produced that are income-restricted % of units permitted and produced that are accessible # of manufactured homes preserved
Incentive & Investment Actions	Progress on implementation of incentive actions can be indicated by the following: - Conducting a feasibility study and plan (if feasible) to create a new urban renewal area - Conducting a fee and SDC rate study, and making any adjustments to fee structures as the result of a fee and rate study - Securing and dedicating grant funding to infrastructure investments with high housing development potential - Identifying other alternative funding source(s) for capital projects	- If URA is adopted, track: # of housing units permitted and produced using TIF funding \$ TIF allocated to housing development projects and/or investments # of housing units permitted and produced, by housing type, tenure and unit size (compared to historical and baseline trends to track changes in unit sizes, if SDCs are adjusted) \$ (grants) applied for \$ (grants) awarded and allocated to strategic infrastructure improvements
Land Actions	Progress on implementation of land actions can be indicated by the following: - Creating an inventory of surplus properties and formalizing a process to update the inventory annually - Developing site suitability metrics for the surplus properties inventory - Identifying specific infrastructure investments with high housing development potential - Adopting Intergovernmental Agreements between the City and other public agencies that grant right-of-first-refusal for surplus properties - Identifying and earmarking funding for the City to acquire and bank land	# of inventoried parcels suitable for housing development # of land acquisition or transfer agreements adopted between the City and other public agencies # of surplus or foreclosed properties offered for right-of-first-refusal to partners for housing development # of affordable or middle-income units produced on underutilized land the City may possess, track, or have facilitated the transfer of to a development partner # of sites/acres banked for housing development # of affordable or middle-income units produced on banked land

Action Group	Methods	Metrics
	- Identifying ways the City can support community land trusts and designating staff capacity to provide this support - Engaging in partnerships to execute land banking and develop housing on banked land	

8. Conclusion

Independence needs around 2,300 new housing units over the next 20 years. These units must take a variety of forms and tenures, be affordable at a range of income levels, and meet the needs of a variety of household types and sizes, including seniors, small households, and large intergenerational households.

Independence will act over the next 8 years to encourage development that meet these diverse housing needs. The City will explore and implement a range of actions that aim to:

- **Foster partnerships** with housing developers, institutional landowners, and land trusts;
- **Provide technical assistance** and streamline development processes for the development of needed housing types;
- **Reduce regulatory barriers** to higher density and affordable housing types;
- **Allow a wider range of housing types** to be built in more areas of the city, including low-density and commercial areas;
- **Improve the financial feasibility of affordable housing** by offsetting development costs and pursuing alternative capital improvement funding opportunities;
- **Unlock land for housing production** through the identification, acquisition, and holding of key parcels and key infrastructure investments; and
- **Create and preserve** long-term affordable housing options through preservation zoning and land banking

Some of these actions will be implemented quickly and with minimal resources, while others require more time, staff capacity, financial resources, and technical analysis. Certain actions will be implemented in concert with others to, for example, maximize the impact of regulatory changes; streamline outreach and partnership efforts with developers, civic partners, and land trusts; and mitigate the risk of displacement.

Housing actions in the HPS will be deployed with careful attention to meeting the needs of protected classes, including low-income households, communities of color, and people with disabilities. The actions have been considered carefully through this lens and aim to further fair and equitable outcomes.

While all HPS actions will impact the production of needed housing over time, some will have nearer-term effects and others will have longer-term effects. The City will track and report on key near-term performance metrics, such as how many developer outreach efforts have been made and how many code changes have been conducted, and long-term metrics, such as how many housing units have been built and how many grant dollars have been awarded.

The City will continue to engage with housing stakeholders and equity priority populations throughout the eight-year implementation period to solicit feedback on implementation and impacts of actions. The City will continue to use strategies such as communicating through trusted leaders in the community and offering incentives for participation in order help to expand outreach and facilitate meaningful feedback.

This HPS will provide essential guidance to staff and policymakers over the next eight years. It is the City's roadmap for fulfilling the diverse housing needs of current and future residents and for sustaining Independence as livable, affordable, and family-friendly community.

Appendix A:

Rent Burdened Household Survey

Category	Strategy	Encourage Needed Housing	Increase Affordability	Reduce Rent Burden
A - Zoning and Code Changes	A02 - Zoning Changes to Facilitate the Use of Lower-Cost Housing Types	Yes	Yes	Yes
	Comments: The city has allowed duplexes or attached single-family residences on every lot zoned for a single-family home.			
A - Zoning and Code Changes	A05 - Code Provisions for ADUs	Yes	Yes	Yes
	Comments: The city has allowed an ADU on every lot that contains a detached single-family dwelling.			
D - Financial Resources	D18 - Weatherization Funds through Community Action Agencies	No	Yes	No
	Comments: The city works with Polk Community Development Corporation to weatherize homes for individuals typically in households making less than 80% of Area Median Income.			
E - Tax Exemption and Abatement	E03 - Vertical Housing Development Zone Tax Abatement	Yes	Yes	No
	Comments: The city recently adopted a vertical housing zone for downtown Independence. The zone contains an added tax break for buildings that contain affordable units.			

Appendix B:

Community Survey

Independence Housing Production Strategy Survey 2024

65 responses



Which of the following best describes your relationship to Independence?

65 out of 65 answered

I live and work/study in Independence.

34 resp. 52.31%

I work/study in Independence. I live in a different city.

2 resp. 3.08%

I live in Independence. I work/study in a different city.

21 resp. 32.31%

I don't live or work in Independence, but close friends or family live there.

8 resp. 12.31%



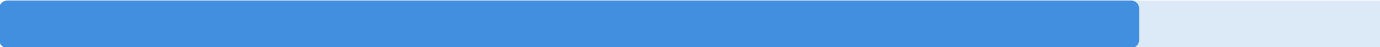
Do you rent or own your home?

64 out of 65 answered

Rent 17 resp. 26.15%



Own 46 resp. 70.77%



Other 1 resp. 1.54%





If you were searching for a smaller home, which of these housing types would meet your needs?

64 out of 65 answered

Accessory dwelling unit (also known as “granny flat or in-law suite”) 15 resp. 23.08%



Attached homes in smaller building (townhouse, duplex, triplex, quadplex). 22 resp. 33.85%



Apartment or Condo in a larger building 8 resp. 12.31%



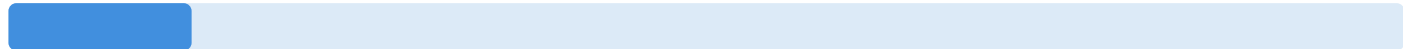
Smaller detached houses on smaller lots 42 resp. 64.62%



Manufactured or mobile home. 7 resp. 10.77%



Other 9 resp. 13.85%





Considering the need for smaller homes, which type of housing do you think would best meet the needs of people you know in Independence (family, friends, etc.)?

63 out of 65 answered

Accessory dwelling unit (also known as “granny flat or in-law suite”) 17 resp. 26.15%

Attached homes in smaller building (townhouse, duplex, triplex, quadplex). 29 resp. 44.62%

Apartment or Condo in a larger building 21 resp. 32.31%

Smaller detached houses on smaller lots 37 resp. 56.92%

Manufactured or mobile home. 9 resp. 13.85%

Other 7 resp. 10.77%



Housing Location - What would you like to see housing development near?

First Choice

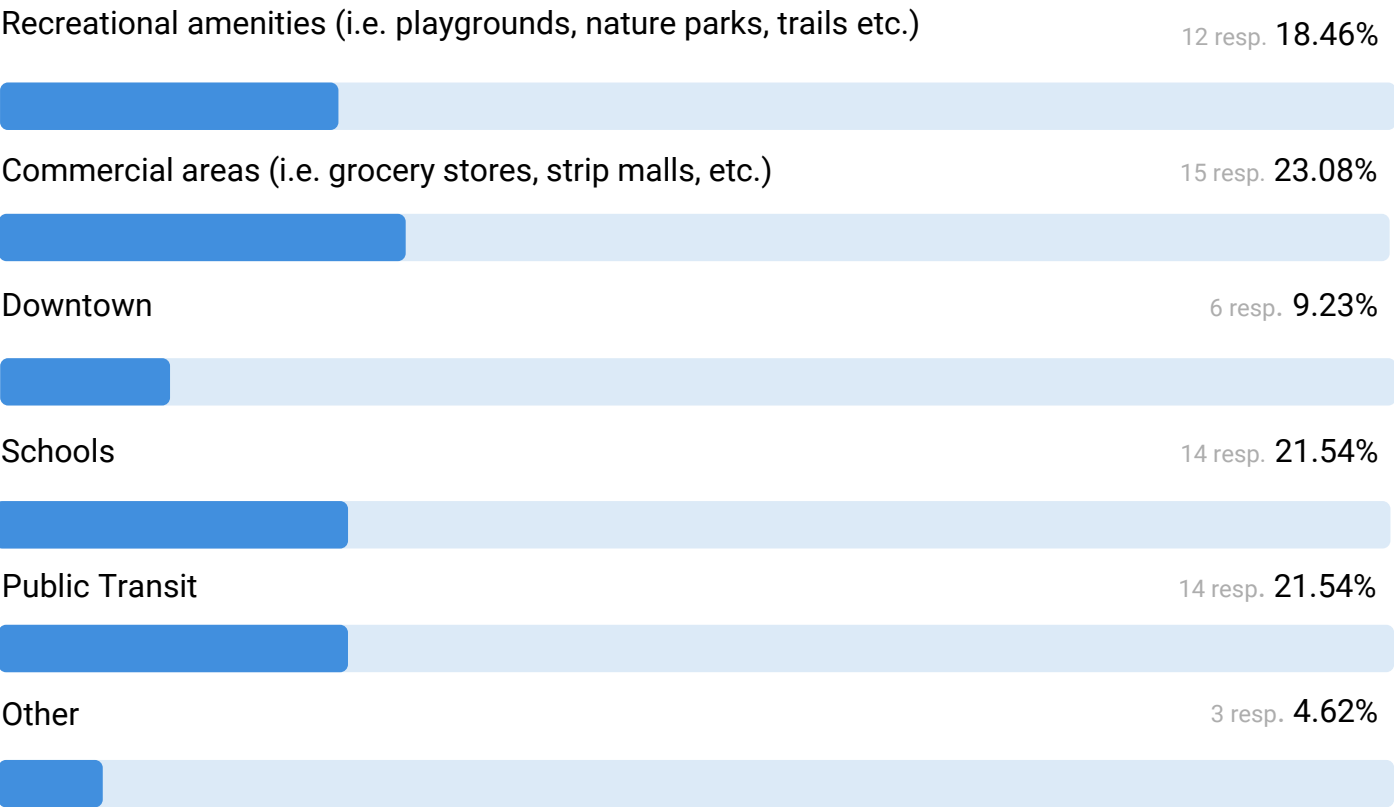
65 out of 65 answered





Second Choice

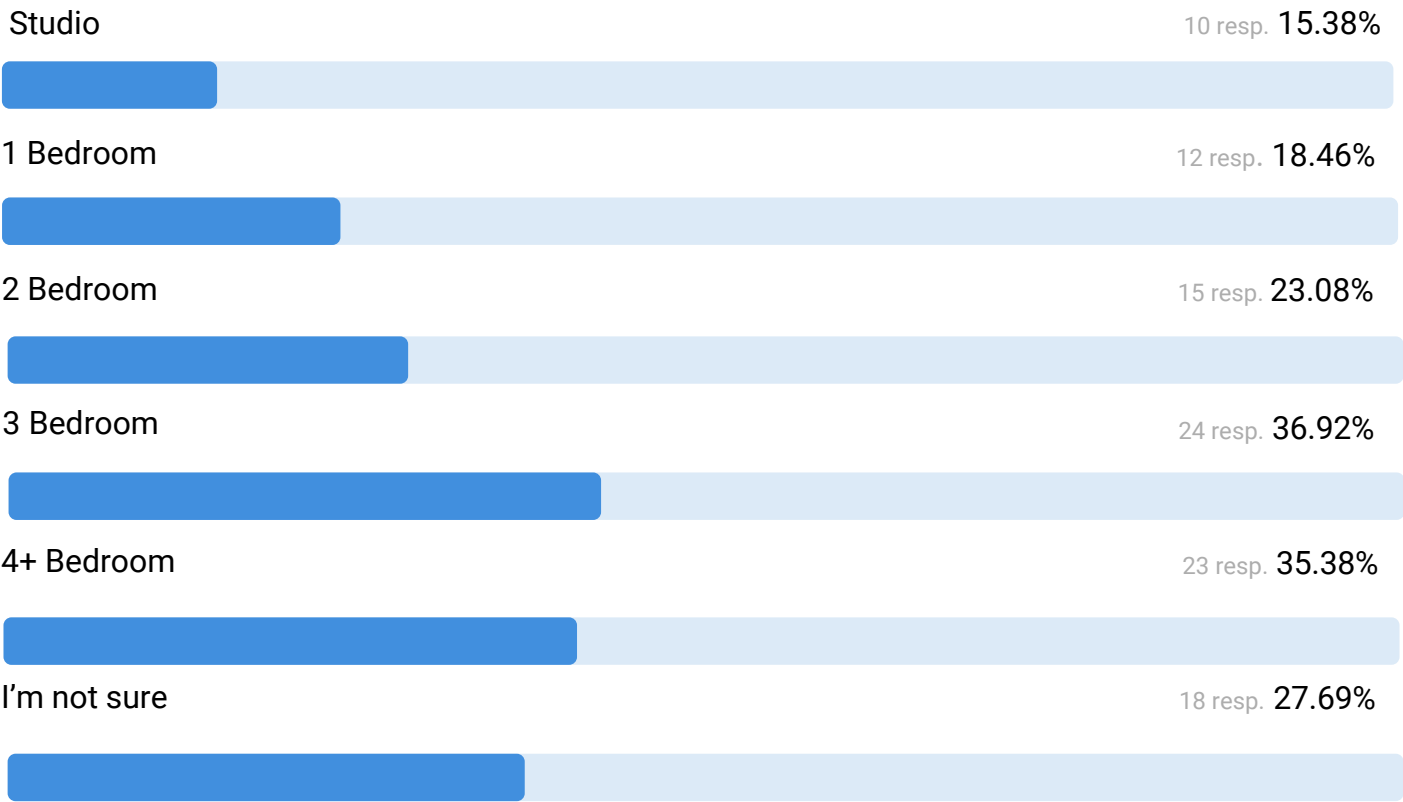
64 out of 65 answered





In your experience, which types of homes do you think are the most challenging to find in Independence?

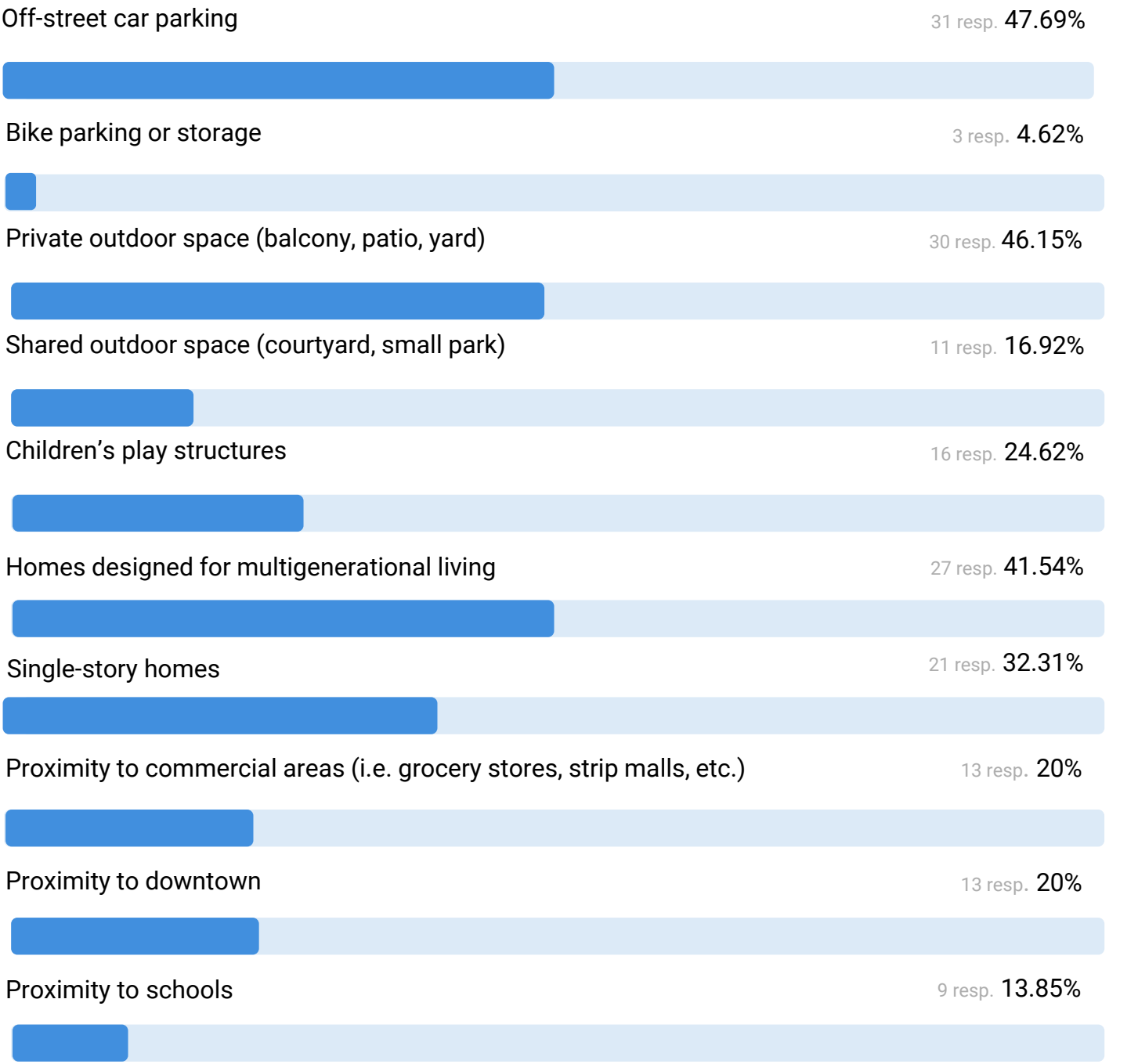
64 out of 65 answered

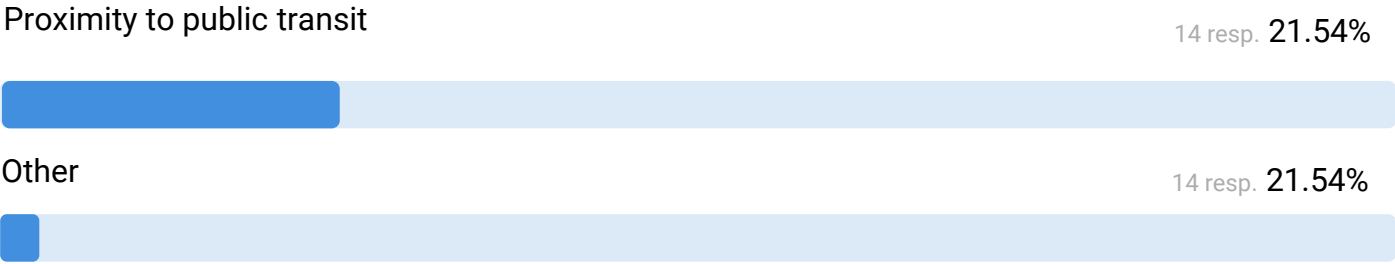




Which amenities or features related to housing are most important to you, but are often missing in homes in Independence?

65 out of 65 answered





STRATEGIES

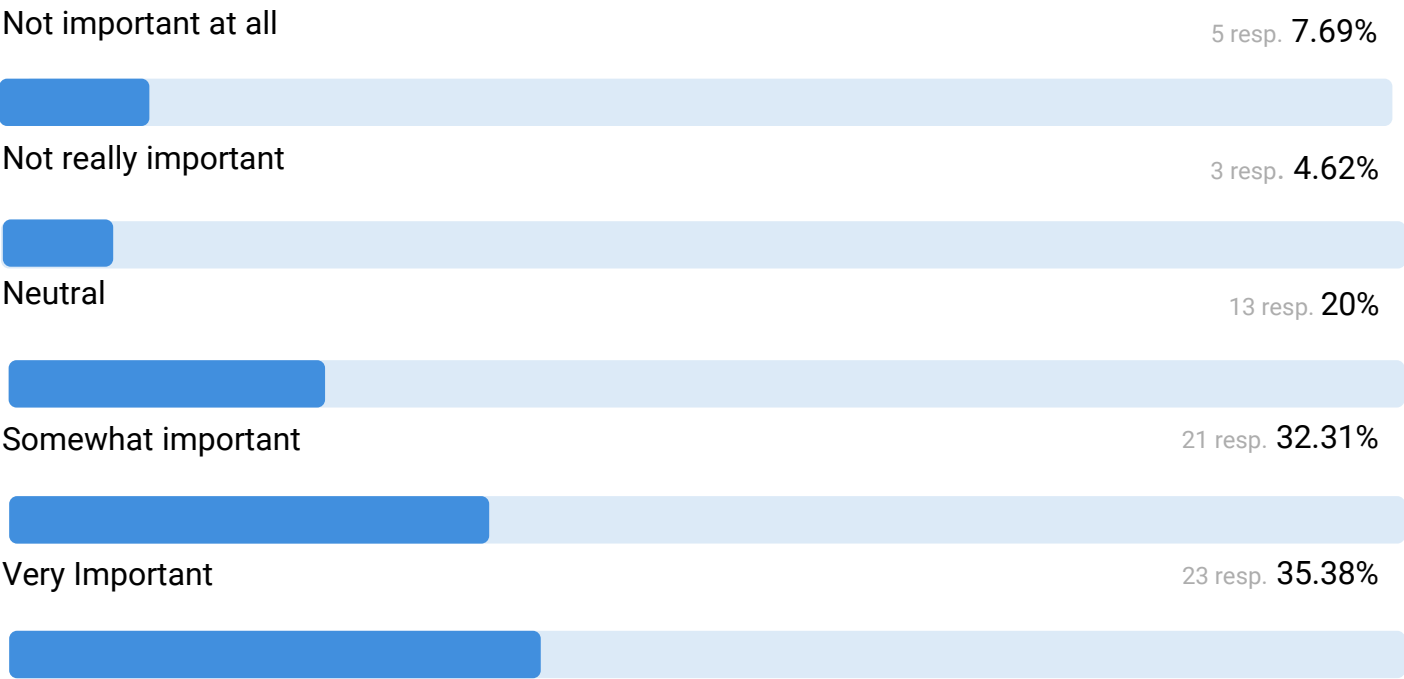


The City may make changes to zoning and land use rules to encourage more housing production. In your view, what goals should the City prioritize when designing these changes?

Please rate each priority from not important to very important.

Creating more opportunities to build for-sale homes

65 out of 65 answered



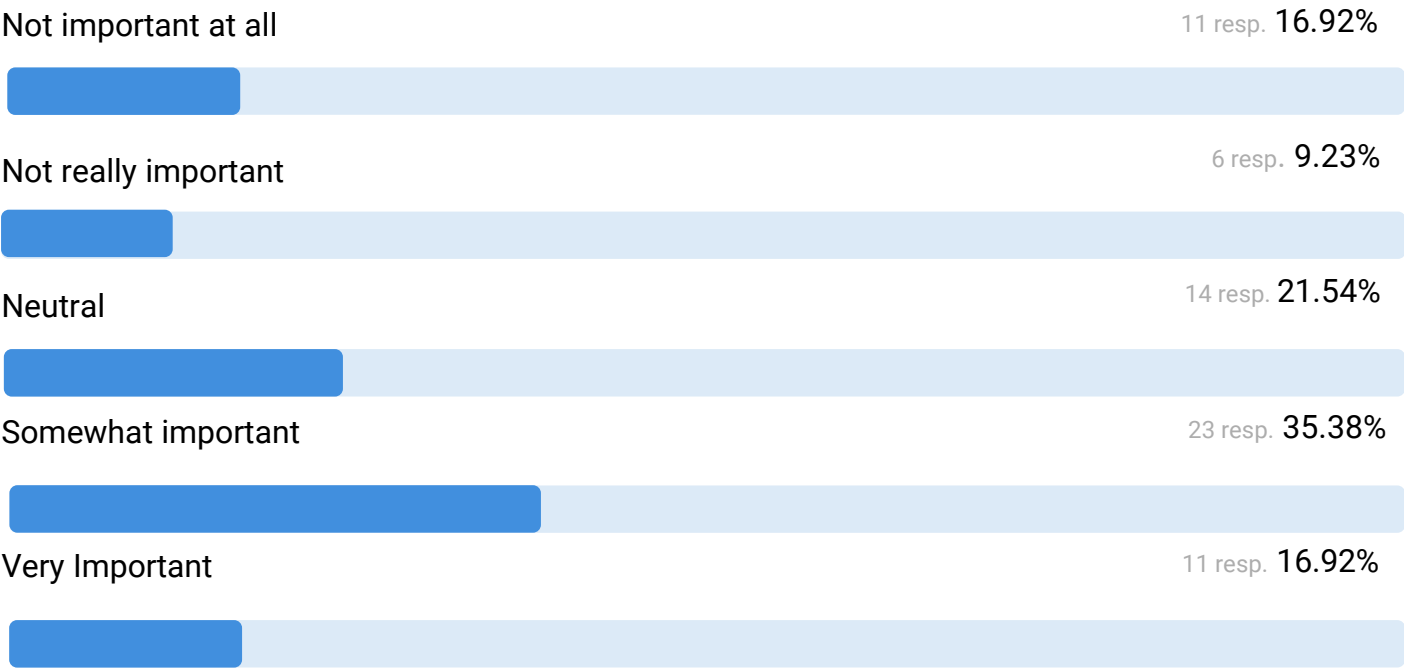


The City may make changes to zoning and land use rules to encourage more housing production. In your view, what goals should the City prioritize when designing these changes?

Please rate each priority from not important to very important.

Creating more opportunities to build rental homes

65 out of 65 answered



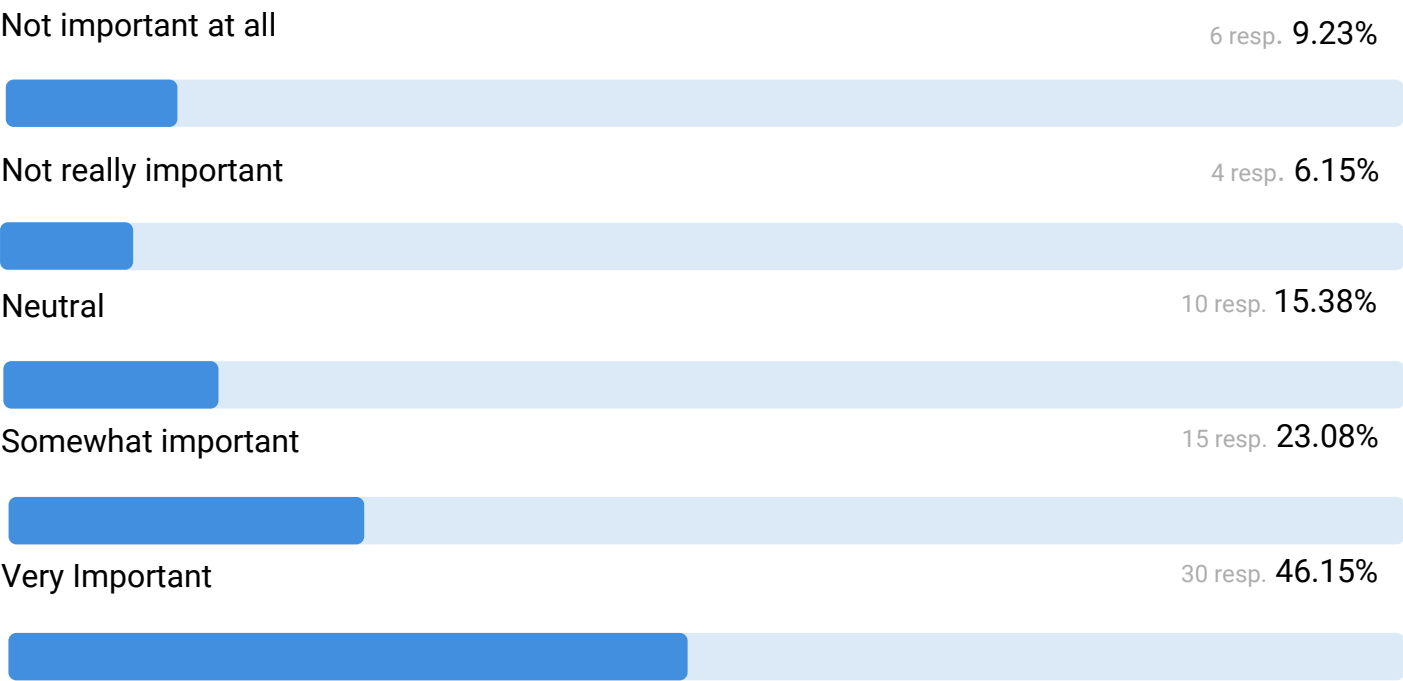


The City may make changes to zoning and land use rules to encourage more housing production. In your view, what goals should the City prioritize when designing these changes?

Please rate each priority from not important to very important.

Reducing barriers to building unconventional housing types like tiny homes or modular homes

65 out of 65 answered



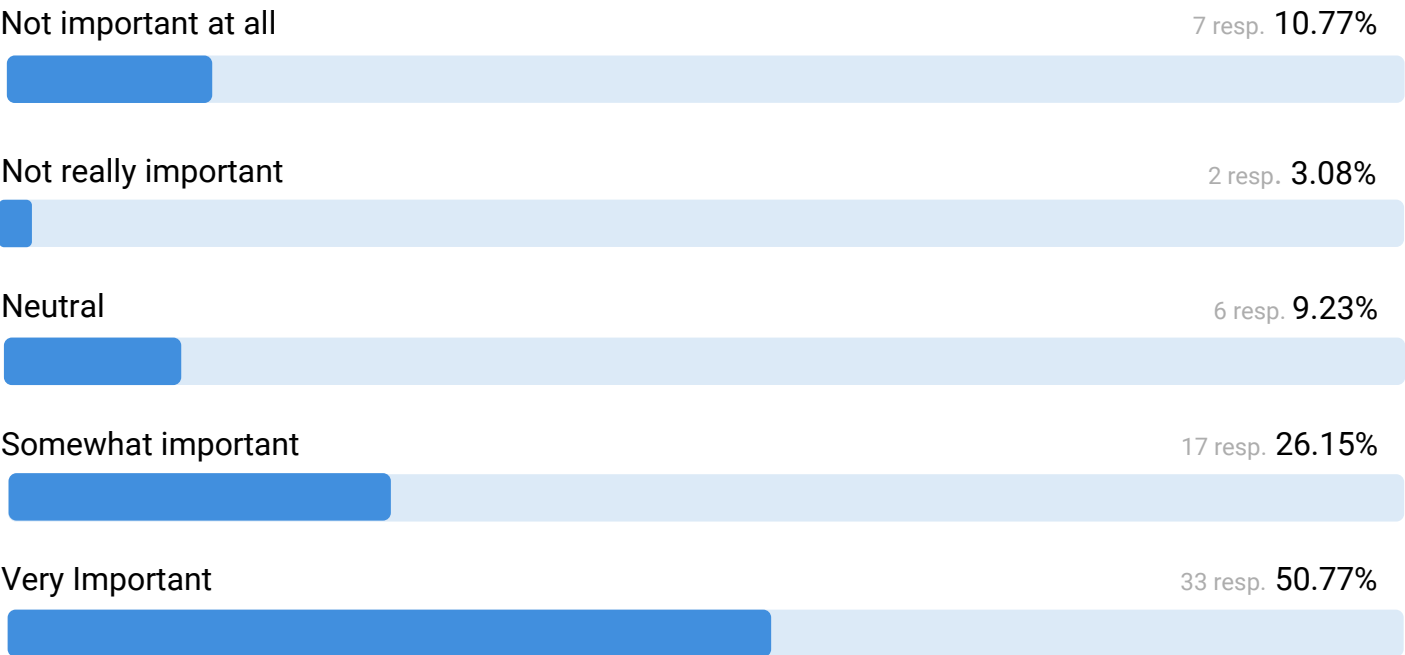


The City may make changes to zoning and land use rules to encourage more housing production. In your view, what goals should the City prioritize when designing these changes?

Please rate each priority from not important to very important.

Using zoning rules to encourage builders to provide units that are required to be affordable to households with low or moderate incomes

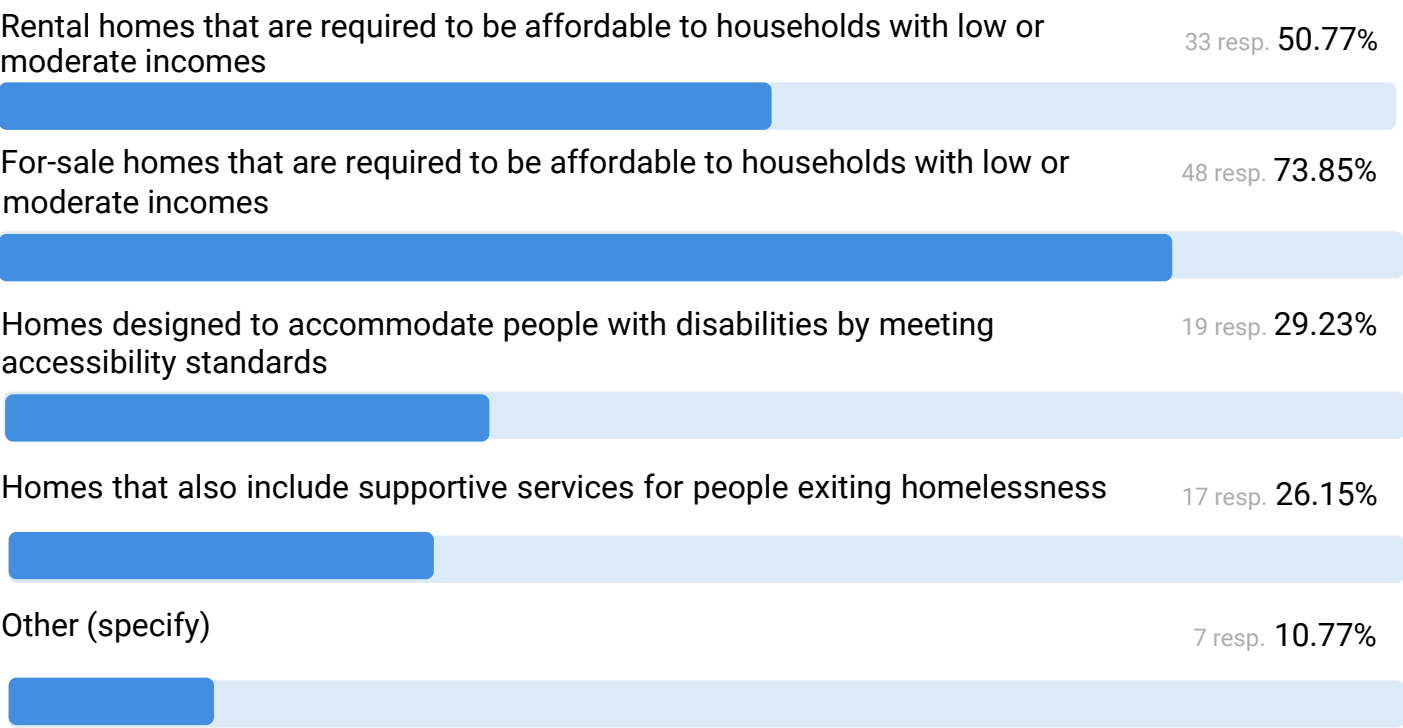
65 out of 65 answered





If the City were to offer a reduction in fees or taxes for builders that provide certain types of housing, what type of housing should receive this benefit?

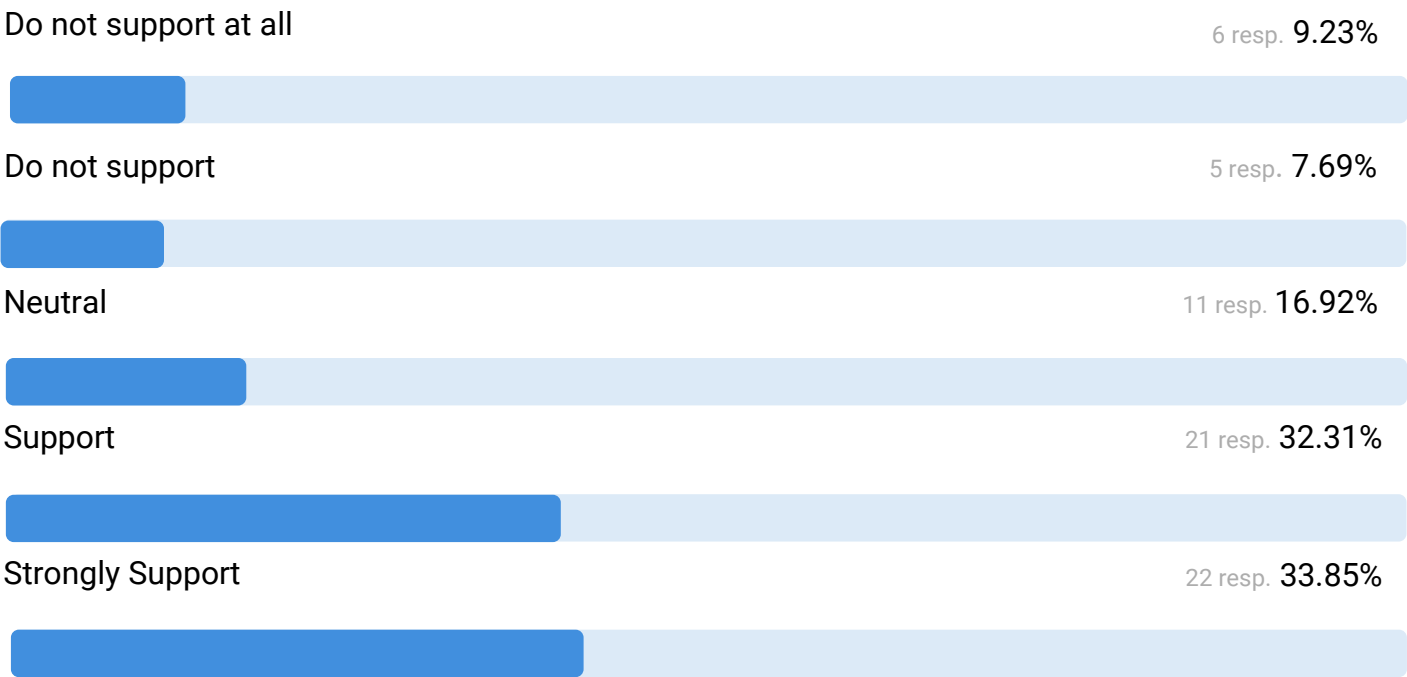
64 out of 65 answered





Would you support the City working with other government agencies and institutions to repurpose land that is no longer needed for public uses to build affordable housing?

65 out of 65 answered



Build more Amenities (Parks, Pools etc.)

- “Lands that have been ear-marked for city/community/neighborhood parks need to remain as such and new spaces also need to be selected for that continued purpose. Do not let vacant lots designated as parks be taken over for alternative purposes. People purchase and rent homes in areas anticipating playground amenities and they are being let down. Building a splash pad area would be well utilized by our community members in the summer. Otherwise, put money into building a new outdoor pool for summer recreation. Finishing a bridge out of the 7th street neighborhood would be beneficial to finish essential infrastructure before building more housing. Current "affordable" housing units are sitting unsold in the Brandy

Parking Concerns

- Since we are not a very walkable city, please consider ample parking in your rules. I live near Jasmine Circle in medium density zoning. The parking situation is not great. Driveways aren't long enough for cars to not block the sidewalk. Houses 6 feet from each other also pose noise issues. Consider making sound dampening rules to increase the livability of tightly packed neighborhoods. Thank you for allowing us to provide input.”

Incentivize homeownership

- “We need to reduce the number of rental properties to free up housing for people to purchase and live in. Corporations owning houses for rent reduces the number of houses available for families to buy. This drives up housing costs, corporations should be penalized via aggressive taxation.”
- “not build apartment complexes”
- “Kids grow up in these homes, make sure they have a safe place to play and keep their toys. So many builders forget what is needed to have successful long term living (all the storage, w/d hook ups/ mudroom, outdoor space, windows/ natural light , good flow, A/C, line of sight/ eye
- “Lower the fees associated with building new homes. The current rate is ridiculous and can't possibly encourage new building. ”

Maintain small town character

- “This town is becoming overpopulated. There is more traffic, more noise, more crime, and more homeless people than when I moved here. Sometimes I want to move away to a smaller town.”
- “The city is already growing too fast. Let us be a small town and stop trying to make us a big city.”
- “Obviously some one has a low income housing agenda which will only increase crime and more need for public services Shame on you!!!”
- I do not support any types of housing solutions or camping for homeless people or any type of transitional living. In a small town we do not need to bring large city problems to our small community, I moved out of a large city due to the problems caused by homeless people and people on drugs. Do not bring that here in any way.”

Incentivize affordable housing

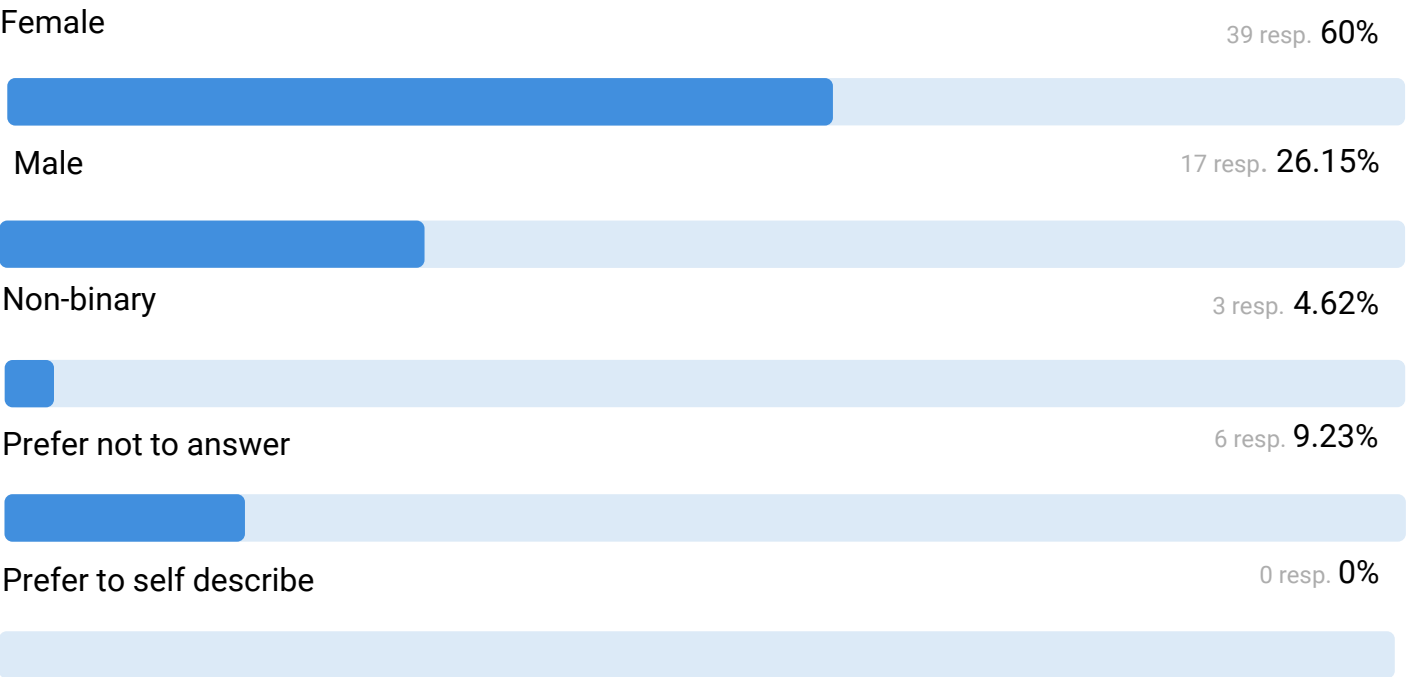
- “There is not much options for housing and independence or Monmouth area that are affordable for a single parent. This needs to change as a lot of single parents can't pay basic rent because it's so high to rent a unit on one income.”
- “Thank you for this survey. Affordable housing needs to be a priority and I support outside the box thinking for ways the city can help make it happen.”
- “High density housing, ie apartments with community gardens instead of lawns, would help lower income families eat healthier and be more food secure, plus it's good for mental health and well-being.”
- “I am highly in support of changing zoning restrictions in order to build more affordable housing. Creating more affordable housing that is actually affordable for those living off of minimum wage is a great way to help people avoid homelessness.”
- “Give home owners tax benefits for converting large homes and lots into rentals. Create a revolving loan fund for homeowners who want to create rentals on their property.”

Senior housing

- “In the next ten years, there will be a flood of boomers, (Silver Tsunami) living on fixed incomes, these are our wisdom keepers and we need to give them supportive housing options they can afford; tiny home or cottage communities with a club house for gatherings, (because loneliness is a huge health issue with huge costs to the community.) Seniors can offer a valuable presence to the community and should be part of the planning process, design and development. Downtown storefronts with upstairs should be remodeled and repurposed instead of left empty.”
- “Allowing seniors to age in place is important so I'd support cottage clusters or some other similar housing be a priority.”

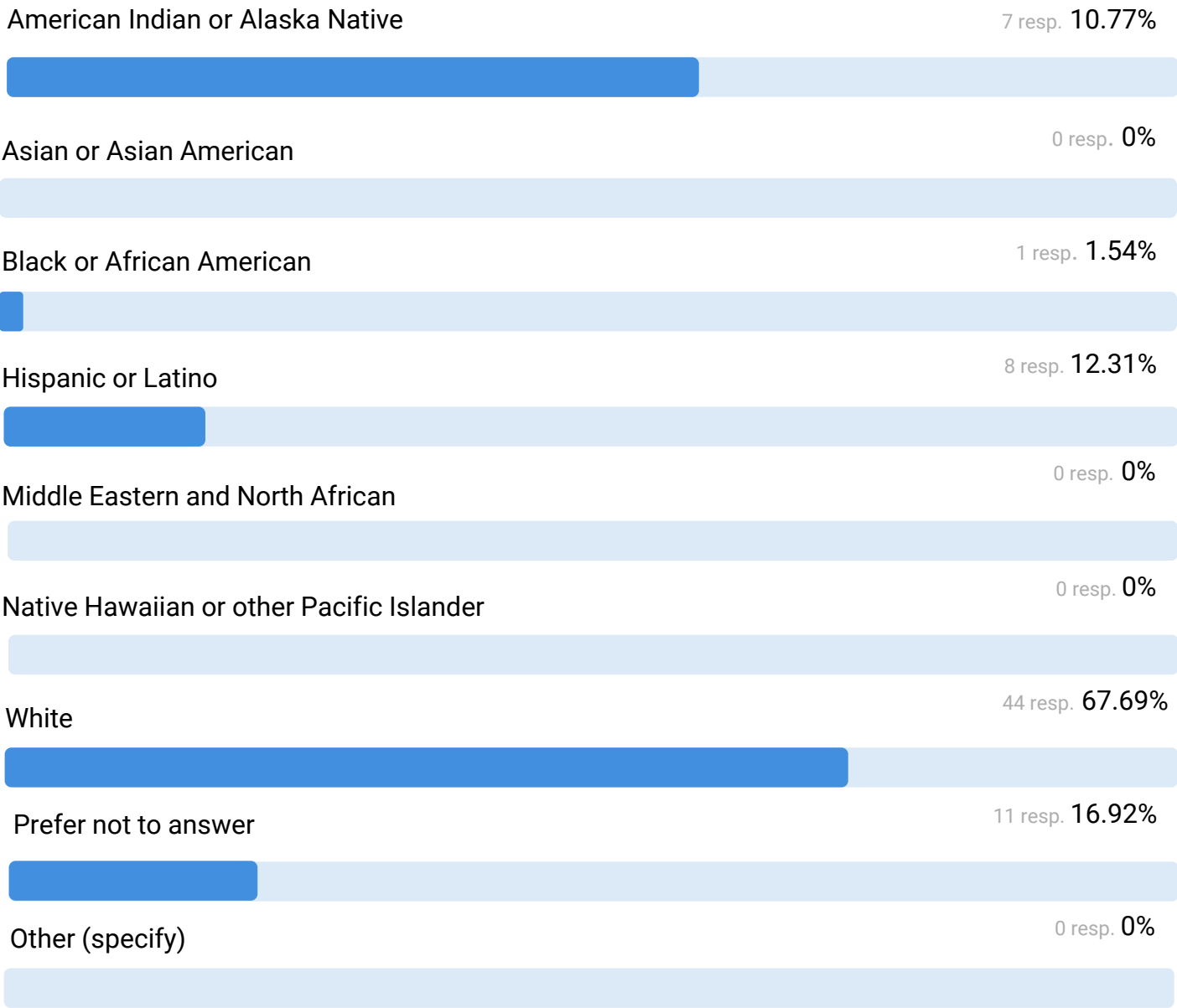
How do you identify your gender?

65 out of 65 answered



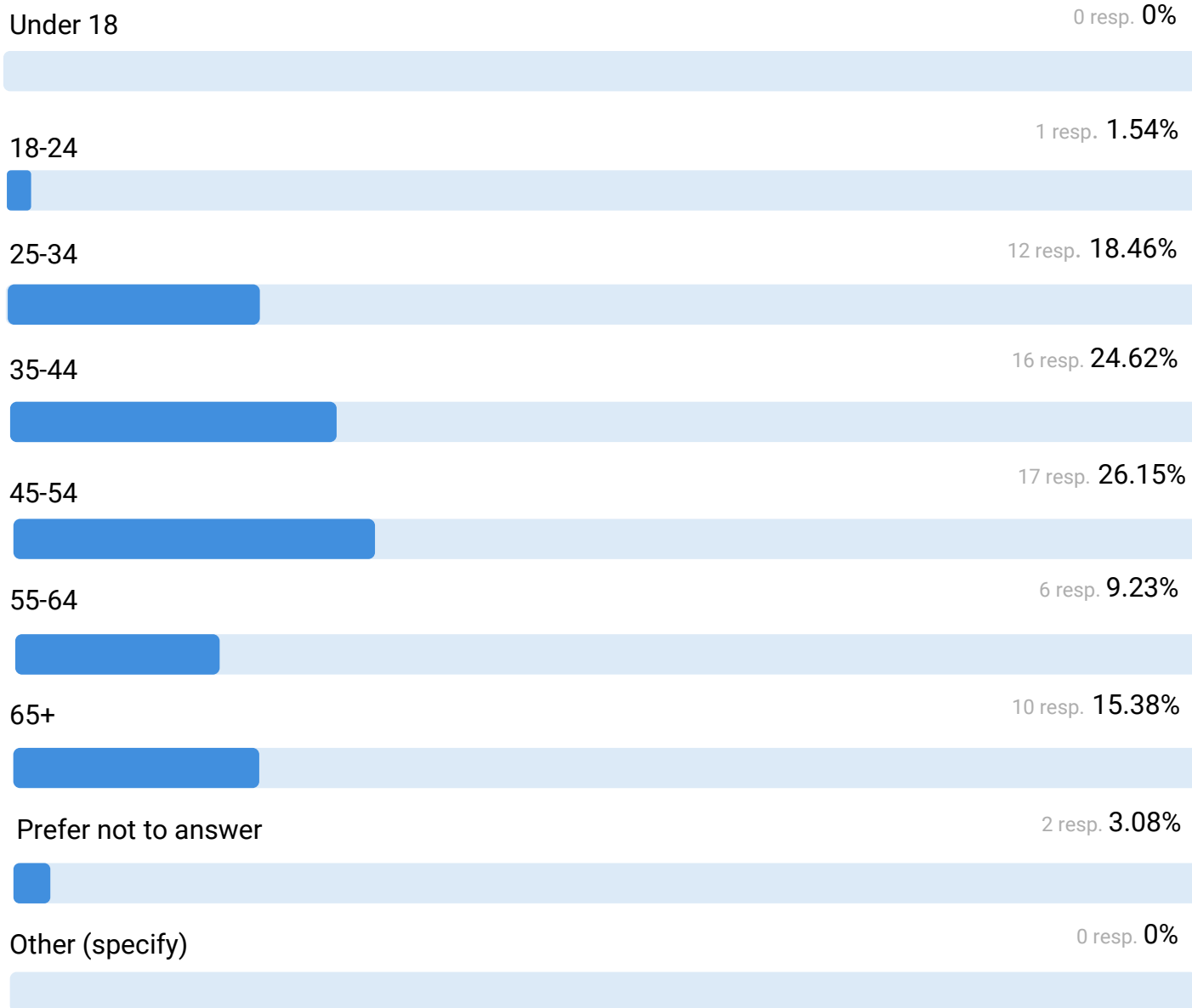
Which of the below best describes your race/ethnicity?

65 out of 65 answered



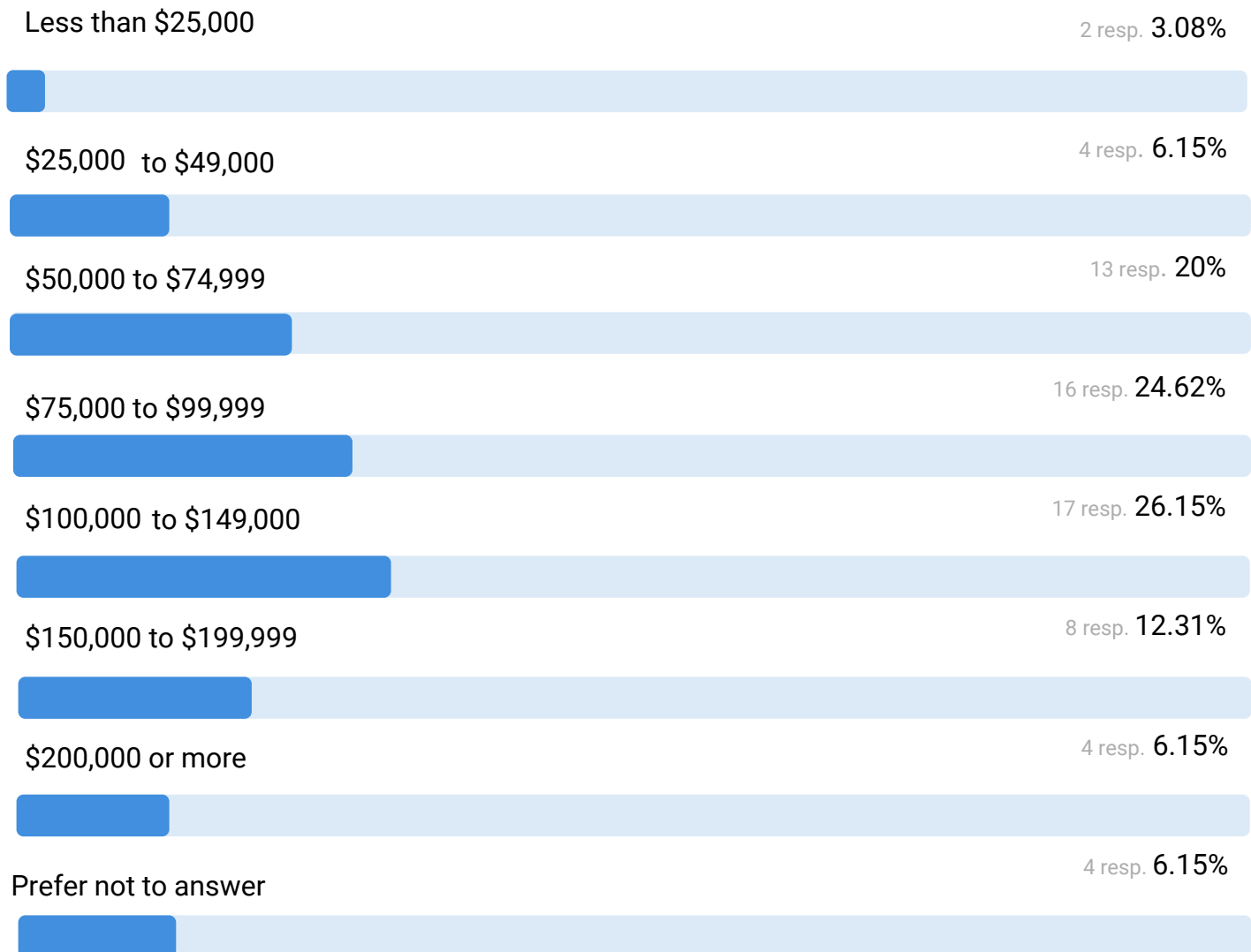
What is your age?

64 out of 65 answered



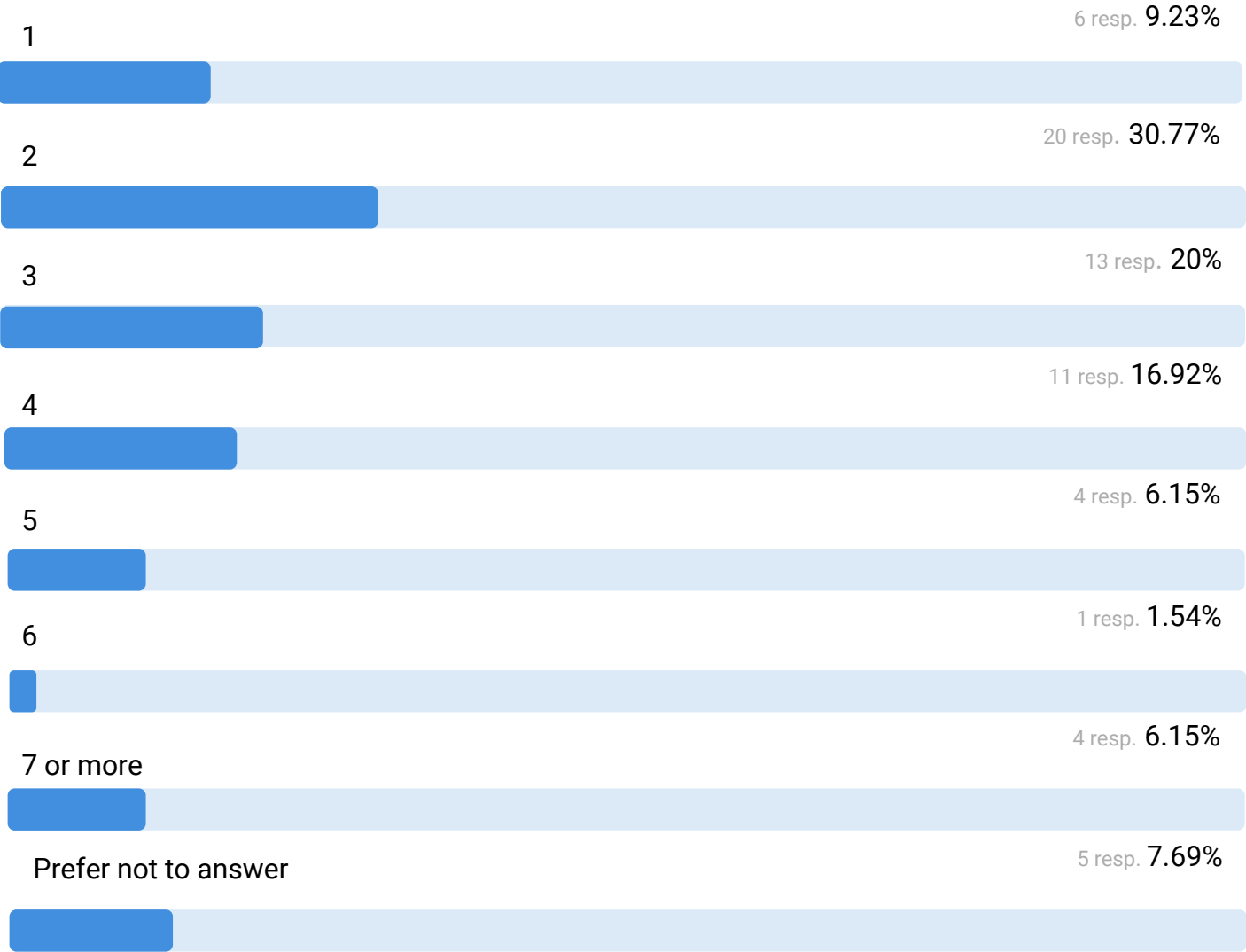
What is your total annual income before taxes?

61 out of 65 answered



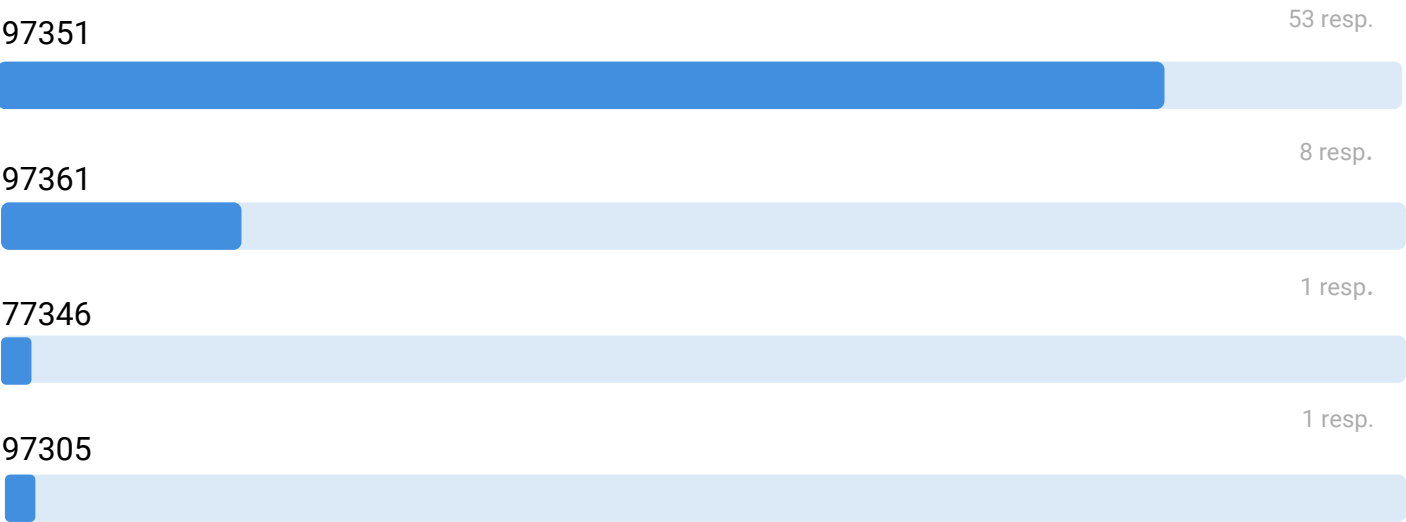
How many people, including yourself, live in your household?

64 out of 65 answered



What is your zip code?

65 out of 65 answered



**BEFORE THE CITY COUNCIL OF THE CITY OF INDEPENDENCE
COUNTY OF POLK, STATE OF OREGON**

A Resolution Adopting the]
Housing Production Strategy]

RESOLUTION NO. 25-1623

Whereas, the State of Oregon requires cities over 10,000 people in size to create a Housing Production Strategy, which identifies how they will promote the development of housing to meet the needs identified in their Housing Needs Analysis; and

Whereas, the City adopted a Housing Needs Analysis in August, 2023 that articulated needs for new housing, including affordable housing units, over the next 20 years; and

Whereas, the City received a grant from the Oregon Department of Land Conservation and Development, which allowed the City to work with Cascadia Partners, the consultant for the project, to produce a proposed Housing Production Strategy; and

Whereas, the consultant conducted three work sessions with the Independence Planning Commission and City Council, among other public outreach processes, to develop and review components of the Housing Production Strategy and draft the document; **Now, Therefore**

THE CITY COUNCIL OF THE CITY OF INDEPENDENCE HEREBY RESOLVES AS FOLLOWS:

Section 1. Plan Adoption. The Housing Production Strategy for the City of Independence, attached hereto as Exhibit A, is hereby adopted and by this reference incorporated herein.

Section 2. This resolution shall become effective immediately upon adoption by the City Council.

PASSED by the City Council:

SIGNED by the Mayor:

KATE SCHWARZLER, MAYOR

ATTEST:

Myra Russell, City Recorder

Management Team Notes
Wednesday, January 7, 2025

Present: Kenna, Myra, Tino, Gerald, Patrick, Fred, Shawn, Emmanuel, Amanda, Rob, Amy

- Pending agenda review.

Myra:

- Lots to learn. Working through recorder workload and payroll-hoping to start W2's next week.
- Working on Agenda for Jan 14th Meeting

Tino:

- Completed Department Accreditation – Awaiting Review
- Working on recruitment of new officers. Currently looking to fill 3 positions.
 - Currently functioning with 13 officers, one of which is on light duty
 - Sergeants, Lieutenant and I helping to cover shifts
 - Officer Applicant Oral Boards yesterday (January 6)
 - 4 going to Chief's interviews on January 13

Gerald:

Project Updates

- **2018-03 Polk Well #4:** Waiting on Pacific Power. Anticipated construction completion on **02/28/25** and closeout by March 2025. Testing and acceptance of well by the state to start in February 2025.
- **2022-03 Polk Co Hoffman-Gun Club Rd SRTS:** Working with County on storm drainage issues.
- **2022-09 WWTP Upgrade:** 60% design in January, 90% design March 2025, and bidding fall 2025.
- **2022-12 OR 51–5th St SRTS Crossing:** Waiting for scope of work. Received grant from the state.
- **2022-13 Sunset Park Improvements:** Waiting on Pacific Power for pathway lighting.
- **2022-14 C Street Sewer Replacement:** Project completed.
- **2022-17 9th St PS Ph 2-3:** Design on same schedule as WWTP upgrade.
- **2023-04 Surface Water Treatment Plant:** Design on hold pending property acquisition.
- **2023-06 Stormwater Master Plan Update:** Design of storm system completed. Flow monitoring work underway. Anticipate start of master plan design in February 2025.
- **2023-09 Road Survey for Annexation-Juris Transfer:** Working with Polk County to transfer annexed roadways. Additional annexations to follow in 2025.
- **2023-11 Parks Master Plan Update:** Second open house scheduled for 06/12/25, and virtual open house on 06/13/24. Parks Board review of documents scheduled for **01/16/25**, 04/25/26, and 07/17/25.
- **2023-12 Chestnut St Bridge:** Project to be managed with the assistance of Marion County.
- **2023-13 Corvallis Rd Waterline:** Waiting for plan review by Polk County. Bidding in the late summer 2025.
- **2024-01 ODOT ADA Upgrades:** Constructing anticipated in 2025.
- **2024-04 Polk-Main Intersection Improvement:** Waiting for scope of work. Received grant money from the state.
- **2024-05 Biosolids Removal (Lagoon 1):** State approved funding and working on IGA amendment. Anticipate requests for proposals to go out this winter and completion by fall of 2025.
- **2024-07 F Street Water Tower Structural Assessment:** Submitted request for qualifications to three local area structural firms. Proposals due 01/15/25 and anticipate project completion by June 2025.
- **2024-08 Polk WTP Pump Upgrade:** Submitted a scope of work request. Work to begin in February 2025.
- **2024-09 Sludge Survey:** Submitted a scope of work request. Work to begin after biosolids removal project

completion.

- **2024-10 Water Loss Survey:** Submitted a scope of work request. Work to begin in FY 25-26.

Administrative Updates

- Working on FY 25-26 budget.
- Staff developing city detail drawings for Public Works Standards update.
- Staff working on multiple development application, design, and construction reviews. The following is a status update on larger projects still underway.
 - a. 2021-02 SW Crossing: Plans approved.
 - b. 2022-18 478 S Main Mixed-Use: Construction underway.
 - c. 2022-21 Western Interlock: Waiting for plan submittal.
 - d. 2023-02 Brandy Meadows 5-6: Plan approval extended to 02/27/25.
 - e. 2023-14 601 Stryker Rd Industrial: Plans in review.
 - f. 2024-03 Ella Curran Food Bank: Waiting for plan submittal.

Patrick:

- Happy to host the Mayor at the library for her meet and greets if the schedule works out for her.
- Youth Coding League Spring Season will start next week with a preseason session. Will run through April 25
- The library is preparing for Summer Reading. Booking presenters, etc. We will be working with the Polk Master Gardeners again for a few programs at Inspiration Garden.
- Working with Public Works/VFW for a new POW flag at the library
- Have been working on the design for the Book Bike to get submitted to the vendor.
- Spirit Mountain Grant laptops are here. Will be working with Jason to decommission old replaced laptops.
- Patrick will be presenting at the OLA Conference this Spring. Will be leading a session on "Building a Movement." Also been involved in the Conference Committee in booking Keynote speakers.
- Friends of the Library held a successful Book Sale on the first Saturday of January

Fred:

Key upcoming work:

- Infill Standard Project - Will start a project to consider how best to plan for infill soon. Developing initial information to guide the project
- Annexations - Received two annexation requests. Working to determine how best to process the applications.

Other work:

- Central Talmadge Project – Code and Comprehensive Plan changes associated with the Central Talmadge Plan have been drafted and been through a review by the Planning Commission. Working to address a comment from the Department of Land Conservation and Development before the document is considered by Council.
- Housing Production Strategy – Document has been drafted and will be considered by the City Council on January 14.
- Downtown Parking Experience – City Council approved the Downtown Parking Plan at their meeting on October 22nd. Code changes associated with the plan were recommended for approval by the Planning Commission at their meeting on October 7, 2024 and were considered by the City Council at their meeting on November 12. The changes will return to the City Council on January 14.

- Trolley – Continuing to look for trolley funding and improve service. Transitioning to a new route tracking software, ordering replacement signs and receiving stop shelters soon.
- Historic Preservation – Preparing for next Historic Preservation meeting. No agenda items at this point.
- Project Review - Reviewing various development permits.

Shawn:

- Working w Polk cdc, planning for new development
- Met w Fred & dlcd re wetland inventory requirement for annexations
- Summer series solicitations for alcohol and sound
- Talking w Ida re support now that Natascha is gone
- Need to recruit a camp host
- Childcare CDBG grant awarded. Biz dev program for in home childcare operations. Hope to launch in summer.

Emmanuel:

- Walk of hearts promotion
- Love local promotion
- Parks master plan extra outreach
- Meeting Mayor Kate and IO
- Good Neighbor awards
- Updated website with new hires
- Coordinating interview with KMUZ with Tino
- Independence police monthly report
- Meeting with State PIO group about presenting at conference
- Touch a truck planning
- Working on state of the city planning with Monmouth
- Newsletter campaign
- Working on Chief outreach
- Working on Jotforms on website

Amanda:

- Conducted interviews for the positions of Accountant II and Police Officer.
- Initiated the onboarding process for newly hired employees.
- Actively preparing for the upcoming management retreat.
- Working on a number of special projects at the direction of the City Manager

Rob:

- Working on P-card policies
 - Provide listing of all p-card holders to department heads to do quick inventory.
 - Provide agreements to Amy at Museum and Noemy at PD prior to issuing cards.
- Public Safety Fee and tiered water rates will be reflected on February billing statements to customers – will be tracking PS Fee revenues.
- Offer made to candidate for the Accountant II position contingent on references and background.
- Resolution going to Council next week to approve the financing for WTP design - \$7.5m line of credit through Umpqua Bank.
- Go live on new cash receipting program pushed back to February to accommodate training and testing.
- Budget calendar to Council at February 11 meeting for approval.
- Rob will be out February 11-19.

Amy:

- The Heritage Museum has partnered with the Willamette Heritage Center for *Let's Play!*, an exhibit showcasing sports memorabilia and stories from the Mid-Willamette Valley. Featuring artifacts from across Marion, Polk, Linn, and Yamhill counties, this exhibit highlights how sports build teamwork, community, and belonging while celebrating regional heritage. An Independence baseball uniform from 1908 will be featured in the exhibition at the Willamette Heritage Center, January 24, 2025 - May 24, 2025.
- Gail Oberst and the Luckiamute Watershed Council are developing informational signage about wetlands for Riverview Park. Museum staff have been contracted to design the signage, with grant funds covering the time spent on design work.

PENDING CITY COUNCIL AGENDA ITEMS:

1/7/2025

JAN 14, 2025 - 6:30 PM	JAN 28, 2025 - 6:30 PM
Agenda items due: Noon, 01/08/2025 » Swearing in (Russell) » Elect Council President » Honor Exiting Members » Exec Session: Labor Negotiations » Ratification of contract (West) » Procedure to fill council vacancy » Boards & Commissions appointments (Mayor/Council) » Res. WTP Line of Credit (Moody) » Annual OLCC Liquor License approvals » Parking Code amendments (Evander) » Res. - Housing Production Strategy (Evander) » » » » » Minutes/Misc Corresp/Notes/PAC	Agenda items due: Noon, 01/22/2024 » Staff Presentation » 2Q Financials (Moody) » Grants presentation (Irvine) » Jurisdictional Transfer of Roadways (Fisher) » Set date for annexation (Evander) » potential work session-council rules » » » » » » Minutes/Misc Corresp/Notes/PAC » Liaison Reports: MINET, Parks Board, and Independence Days Commission
+ Urban Renewal Agency Meeting: Budget	+ Urban Renewal Agency Meeting, if needed
FEB 11, 2025 - 6:30 PM	FEB 25, 2025 - 6:30 PM
Agenda items due: Noon, 02/05/2025 » BRIC Grant (Irvine) » 2025-26: Adopt Budget Calendar, appoint Budget Officer (Moody) » work session: Council vacancy applicants » Appointment of council member » » » » » » Minutes/Misc Corresp/Notes/PAC	Agenda items due: Noon, 02/19/2024 Pre Work Session: Dusk to Dawn Camping Ordinance » CTP code change (Evander) » Annexation Hearing (Evander) » Audit presentation (Moody) » » » » Minutes/Misc Corresp/Notes/PAC » Liaison Reports: Library Board, Museum Board and Continuum of Care
+ Urban Renewal Agency Meeting, if needed	+ Urban Renewal Agency Meeting, if needed
MAR 11, 2025 - 6:30 PM	MAR 25, 2025 - 6:30 PM
Agenda items due: Noon, 03/05/2025 » » » » » » » » » » Minutes/Misc Corresp/Notes/PAC	Agenda items due: Noon, 03/19/2024 » » » » » » » » Minutes/Misc Corresp/Notes/PAC » Liaison Reports: Traffic Safety, Historic Preservation, and Planning Commission
+ Urban Renewal Agency Meeting, if needed	+ Urban Renewal Agency Meeting, if needed

Future Items:

Update Fee Schedule (Events fees - parks)
 Franchise Agreements (updates ongoing)
 Resolution: Purchasing Authority (West)
 Res - Adopt City Council Rules & Procedures (West)
 CB - Council meeting day/time (West)
 Dec 10th - Res: Housing Production Strategy (Evander)
 IGA - Mon/Indy Trolley Board (West/Evander)
 United Way Cottage Housing (West)

Future Council Work Sessions:

Future PW Agenda Items:

Code update: Ch. 34, related to Water, Sewer, Stormwater and Utility Billing

City Council Liaisons:

Historic Preservation Commission: Councilor Corr
 Planning Commission: Councilor Corr
 Independence Days Commission: Councilor Jobe
 Library Board: Councilor Morton
 Museum Advisory Board: Councilor Morton
 Parks & Rec Committee: Councilor Schwarzler
 MINET: Councilor Schwarzler
 Traffic Safety Commission: Councilor Roden
 Continuum of Care: Councilor Martin-Willis

December 18, 2024

Mayor McArdle, Mayor-elect Schwarzler and Council Members
City of Independence
555 S. Main St.
PO Box 7
Independence, OR 97351

Re: City Financial Concerns

First a note of thanks from the two of us to John McArdle who served our community for so well and for so long. We both had the opportunity to work for Mayor McArdle and are the better and wiser for it. Enjoy retirement John!

A second note to Mayor-elect Schwarzler. Congratulations! It is a very challenging position you have won and we hope you will find some comfort knowing that you have both a capable, highly skilled staff, and a great body of wisdom in your community who are all willing to help you succeed knowing your success is all of ours' as well.

We have collectively served Independence in the roles of City Manager for more than 20 years and have been discussing the financial situation with hopes that after the New Year you might find time for the two of us to approach Council with our thoughts on the matter. Hopefully, this matter and this letter will be calendared in the New Year for referral to a timely study session of Council and others as you deem appropriate.

We believe we can provide you with a menu of choices which hopefully could help you avoid going back to the voters. As you no doubt understand, recovering from a 23 percentage point loss requires a very different way of approaching solutions. If you are to rebuild the trust that was obviously missing in November, it is very important to understand why the community said no in such large numbers.

While we may not have all the answers, we think our 30 plus years of residency in this community coupled with our unique understanding of the City's governance could bring a different perspective that should be useful to your future deliberations on this matter.

We have created a number of financial options which could be used in tandem or individually to help resolve the General Fund issues. We hope, as requested above, the Council will provide adequate time in a study session environment for us to present and discuss those options with you as a full Council and staff. You may or may not wish to include the Budget Committee members in that effort as well.

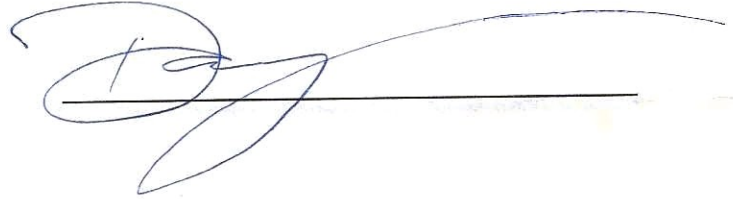
The goal for all of us is to protect all our services as we believe they are all essential and perhaps even restore some prior capacity to serve the vulnerable members of our community. The choices we will present could be viewed as hard ones, but we believe they are the ones that might bring community trust back.

Respectfully submitted,

Greg Ellis, former City Manager

A handwritten signature in blue ink, appearing to read "Greg Ellis", written over a horizontal line.

David Clyne, Former City Manager

A handwritten signature in blue ink, appearing to read "David Clyne", written over a horizontal line.